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FOR THE FISCAL YEARS

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FEDERAL SECURITY AGENCY

(November 1943)

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WATSON B. MILLER, *Assistant Administrator*

AMERICAN PRINTING HOUSE FOR THE BLIND
Louisville, Ky.

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HOWARD UNIVERSITY

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OFFICE OF EDUCATION

JOHN W. STUDEBAKER..... *Commissioner*

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PUBLIC HEALTH SERVICE

THOMAS PARRAN..... *Surgeon General*

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ARTHUR J. ALTMAYER..... *Chairman*

ELLEN S. WOODWARD; GEORGE E. BIGGE..... *Members*

¹ Established July 6, 1943.

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CONTENTS

	Page
Letter of Transmittal	v
Office of the Administrator	1
Health:	
Public Health Service	3
Food and Drug Administration.....	13
Educational Opportunity:	
Office of Education	18
Columbia Institution for the Deaf	29
Howard University	32
American Printing House for the Blind	38
Economic and Social Security:	
Social Security Board	39
National Youth Administration.....	49
Civilian Conservation Corps	54
Special War Activities:	
Community War Services	58
Recreation	58
Social Protection	60
Day Care	62
Role of Regional Offices	64
Physical Fitness	65

PRINCIPAL ADMINISTRATIVE OFFICERS
of the
FEDERAL SECURITY AGENCY

(November 1943)

PAUL V. McNUTT.....	<i>Administrator</i>
WATSON B. MILLER.....	<i>Assistant Administrator</i>
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LEONARD J. CALHOUN.....	<i>Assistant General Counsel</i>
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ZILPHA C. FRANKLIN.....	<i>Director of Information</i>
TAYLOR H. McCUALEY.....	<i>Chief Clerk</i>

LETTER OF TRANSMITTAL

FEDERAL SECURITY AGENCY,
Washington, D. C., November 1, 1943.

SIR:

I have the honor to submit herewith the annual reports of the Federal Security Agency for the fiscal years 1942 and 1943.

During these two war years the Federal Security Agency has carried forward its assigned task of strengthening the foundations of democracy—health, educational opportunity, and social and economic security. In addition, it has been responsible for emergency measures to meet wartime threats to these foundations.

To protect and improve the health of the citizens of the Nation, the Public Health Service has greatly expanded its assistance to State and local health departments, particularly in military cantonment and war industry areas. Special health protection, disease control, and research programs have been directed toward maintaining conditions conducive to health for the armed forces and war workers. The Food and Drug Administration continues to provide significant health safeguards through its supervision of food and drug supplies; these safeguards have become doubly important during the war period.

Educational opportunity has been promoted through the continuing cooperation and assistance given to the educational institutions and groups of the country by the Office of Education, which has stressed particularly during these past two years the adaptation of the programs of schools, colleges, and libraries to war needs.

The Office of Education, the National Youth Administration, and the Civilian Conservation Corps have given job training to hundreds of thousands—training which will enable them not only to give maximum service to the Nation at war, but also to provide greater economic security for themselves and their families.

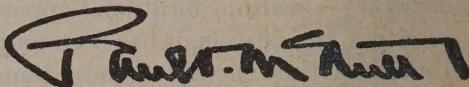
Substantial progress toward freedom from want has been assured for large groups of our citizens under the social insurance provisions of the Social Security Act, which provide protection in old age and during periods of unemployment. Many others have been helped through Federal-State public assistance under the act. Provisions for the protection of children and young people, and their families,

are a particularly important contribution to economic security. Though these measures are not as yet complete, experience already proves the effectiveness of social security protection.

The Agency's Office of Community War Services has brought the resources of local, State, and national public and private organizations concerned with health and welfare into common action to meet wartime community health and welfare problems. Its Committee on Physical Fitness performs a similar wartime function in its own field.

In all its programs, the Federal Security Agency looks upon current progress as a base for the continuing growth which is essential in services which directly affect the lives of all the people. This report, covering two years of intensive wartime activity, indicates the lines upon which the Agency will maintain and strengthen its services.

Sincerely,



Federal Security Administrator.

THE PRESIDENT,
The White House,
Washington, D. C.

Federal Security Agency

Office of the Administrator

THE PURPOSE of the Federal Security Agency, as stated in the authorization under which it was established in 1939, is to promote "social and economic security, educational opportunity, and the health of the citizens of the Nation." To that end, and in the interests of efficient and effective public service, it administers a broad range of related programs in these fields.

The direction of the Agency is in the hands of the Federal Security Administrator. Over-all correlation of activities and programs throughout the Agency is carried on through the Office of the Administrator. The administrative organization includes the Assistant Administrator, the General Counsel, the Executive Assistant, and a technical and service staff.

Responsibility for administering allotments totaling \$5,900,000 from the President's Emergency Fund, for use in meeting civilian war needs, was delegated to the Federal Security Administrator in 1942. This responsibility—covering child care, civilian war relief, and health protection—was carried out, under the Administrator's supervision, by the appropriate units of the Agency, as indicated in the body of this report.

In addition to its administrative functions, the Office of the Administrator studies certain problems of future policy. During the period of this report these have included special projects relating to long-range work and relief policies, security and services for children, vital statistics, and to post-war problems in its broad fields of responsibility.

The development of the Agency's activities during the 2 years covered by this report has been in line with the rapidly changing conditions resulting from the demands of war. As indicated in the following pages, the basic framework of the Agency's interests has proved an effective means of coordinating wartime health and welfare programs in which the Federal Government works with the States and their communities.

Public Health Service¹

THROUGHOUT THE FISCAL YEARS 1942 and 1943, the work of the Public Health Service has become more and more directly related to the war effort.

Liaison service was continued between civilian health authorities and the Medical Corps of the armed services in order that the health of troops might be safeguarded in areas outside the jurisdiction of the Army and Navy.

The reconnaissance surveys undertaken during 1940-41 were continued and these evaluations of existing and needed health services and facilities in critical areas were maintained up-to-date throughout the 2 years. These surveys have been of great value to the Congress and the Federal agencies concerned in determining the need for health and sanitation facilities in war communities.

Applications for the construction of hospitals, health centers, and sanitation facilities were reviewed by the Public Health Service, and those projects which were considered essential were approved for certification to the Federal Works Agency. Similar assistance was given to the War Production Board in determining priorities governing release of critical materials and the sale of certain health equipment.

Medical and engineering personnel were assigned to the Office of Civilian Defense to direct the medical and sanitation activities of that agency. Reserve commissions were granted to physicians in order to implement the emergency medical service program. An Emergency Medical Section was established in the Surgeon General's Office to administer the functions of the Public Health Service in providing temporary medical care, hospitalization, or burial for residents of the United States for whom such provisions might be required as a result of enemy action. Blood and plasma banks for the emergency treatment of civilians were provided. The Service undertook supervision of the medical aspects of the relocation of Japanese on the west coast at the request of the military authorities.

Emergency Health and Sanitation

During the fiscal year 1943, the total amount paid to the States from Federal funds under title VI of the Social Security Act was \$10,572,671. Funds budgeted from all sources in the cooperative Federal-State-local public health program in the 48 States, 2 Ter-

¹ More detailed information concerning the activities of the Public Health Service is contained in its combined annual reports, 1942-43.

ritories, Puerto Rico, the Virgin Islands, and the District of Columbia during the fiscal year were \$125,200,874, or 5.35 percent more than the amount budgeted in 1942. The increase does not reflect additional funds available during the year for public health services, but rather an increase in the number of local communities which reported their budgets to the Public Health Service.

More than 700 professional and technical personnel were assigned to State health departments for duty in extra-cantonment or war-industry communities. State and local health authorities were aided further in maintaining standards of sanitation for the protection of the armed forces and war workers. Military authorities were assisted in the difficult task of securing adequate and safe milk supplies. Special attention was given to the supervision of health and sanitation services in maneuver areas.

Several special control programs were initiated. An Office of Malaria Control in War Areas was established in March 1942 and a program for the control of malaria was undertaken in 93 war areas in 18 States, the District of Columbia, and Puerto Rico. Exhaustive preliminary investigations, completed before control operations began, enabled the Service to get the program well under way before the 1942 breeding season of the malaria mosquito began. Control activities have included drainage operations and larvicide in areas contiguous to nearly 1,200 military, naval, and war-industry establishments. Data obtained for May and June 1943 indicate that satisfactory control was being maintained in 94 percent of these areas.

An Office of Typhus Fever Control was established in May 1942, with headquarters in Atlanta, Ga. Surveys of rat harborages have been made. One district at a time is attacked; all buildings are rat-proofed, and rats destroyed. Expert advice and technical assistance have been given to States and cities in the form of trained personnel, equipment, and materials. The Public Health Service also assists the Army in rodent control in military establishments. Plague-control operations were carried on in and near several military areas in the west where plague-infested rodents were known to be present in considerable numbers.

A tuberculosis control unit was established in January 1942 to attack the problem of wartime tuberculosis. In order to prevent the rise in the tuberculosis rate, which would be inevitable unless more adequate control was effected, a mass case-finding program was instituted. The personnel of the Public Health Service on duty in Washington, D. C., Coast Guard recruits, war-industry workers, and persons in war communities were examined by means of the economical small-film X-ray technique. The adoption of similar programs by other Federal agencies and by States was encouraged through cooperation with official and voluntary agencies.

Nurse Education

In order to meet the acute shortage of trained nurses for duty in the military and civilian services, the Congress placed upon the Public Health Service the responsibility of organizing and administering a nurse-training program. During the fiscal year 1942, with Federal funds, 214 schools of nursing were enabled to increase their enrollment of student nurses by 6,242 over the previous year. In addition, 44 institutions gave refresher courses or postgraduate training to 1,393 graduate nurses. Considerable progress was made in the development of centralized training resources, in order to permit pooling and more effective utilization of existing facilities.

For the fiscal year 1943, the Congress appropriated \$3,500,000 for the continuation and expansion of the nursing education program. Schools of nursing offering basic training courses increased their student admissions by 6,558 over the base-line year 1940-41. Tuition scholarships were granted to 5,975 undergraduate students. During the year, 28 institutions offered refresher courses to 816 inactive registered nurses in order that they might return to active service; 48 universities and colleges gave postgraduate instruction in the various specialties to 2,885 graduate nurses.

Under the provisions of the Bolton Act, passed June 15, 1943, a new Division of Nurse Education has been established. The program, effective in the year 1943-44, calls for the recruitment of 65,000 new student nurses yearly. Trainees enrolled in the U. S. Cadet Nurse Corps receive free tuition, maintenance, uniforms, and a monthly stipend. The sum of \$45,000,000 was appropriated by Congress for the fiscal year 1944 to carry out this program.

Medical and Hospital Care

The United States marine hospitals were severely taxed during the period, by both an increase of patients admitted and the growing difficulty of obtaining and retaining qualified hospital personnel, especially those in the lower grades. Appropriate steps have been taken by medical officers in charge to safeguard as far as possible the patients, the buildings, and the personnel in their care. Blackout material, sand and other fire-fighting equipment and shelter areas have been provided in all marine hospitals. Fully equipped emergency operating rooms have been established and first-aid teams formed and trained. Acutely ill and otherwise helpless patients have been moved from the upper floors of hospitals to reduce the danger of injury in the event of air raids.

Over 1,300,000 patients were furnished hospital and office care in 1943, as compared to 547,000 in 1941, an increase of about 141 percent. A shift in the number of patients admitted under the various bene-

ficiary categories was observed, notably a marked decrease in National Youth Administration and Work Projects Administration beneficiaries. On the other hand, personnel of the Coast Guard accounted for 64,123 patients as compared to 7,082 in 1941. The number of merchant seamen treated in hospitals decreased from 29,038 in 1941 to 26,196 in 1943.

At some of the marine hospitals, it became increasingly difficult to provide suitable accommodations for the women and children applying for admission. A considerable number of women is now employed on American and foreign vessels, especially Russian ships. Many are also employed in arsenals and other Government plants engaged in activities of a hazardous nature. These latter are referred for treatment from time to time as beneficiaries of the Employees' Compensation Commission. In addition, the expansion of the Coast Guard has increased the number of women and children who are beneficiaries of the Public Health Service as dependents of Coast Guard personnel.

The Public Health Service continued to provide medical units for first-aid treatment of Government employees within the District of Columbia, 17 such units being in operation in June 1943. Three new units were organized during the fiscal year 1942 and 2 discontinued. Approximately 39,000 eligible employees received 163,331 treatments. During the fiscal year 1943, 4 new units were organized and 1 was discontinued. Approximately 60,000 eligible employees received 200,000 treatments. In addition, the Public Health Service supervises the residence hall infirmaries for Government employees.

The Public Health Service is providing the medical, dental, and nursing care at various alien detention camps. It also has the responsibility for inaugurating and maintaining a medical and sanitary program in connection with the Alaska Highway Project of the Public Roads Administration. In cooperation with the Office of Civilian Defense, the Service has provided prompt care and treatment for seamen coming ashore from vessels destroyed by enemy action.

Nearly 100 medical and dental officers of the Public Health Service have been detailed to the War Shipping Administration to establish a medical department to furnish a broader medical program for American merchant seamen. Hundreds of hospital corpsmen are being trained by the Service for duty aboard American merchant ships to carry out a minimal medical program which includes first aid and sanitation. A joint program of the War Shipping Administration and the Public Health Service has been established for the prevention and treatment of the psychic effects of enemy attack on merchant seamen. These men are being treated and rehabilitated at special treatment

centers and are returning to their ships after a few weeks of convalescent care.

The war brought about a radical change in the operation of the two Public Health Service hospitals for the treatment of drug addiction. Owing to the exigencies of war, drug addicts have been unable to obtain their illicit supplies of narcotics, so that the number of Federal offenders committed to the narcotic hospitals has notably decreased. The war has greatly increased the number of psychotic patients at St. Elizabeths Hospital (see below) beyond its already crowded facilities. In order to make use of the facilities left vacant by the decrease in narcotic patients, the President, under Executive Order No. 9079 of February 26, 1942, authorized the Public Health Service hospitals at Lexington, Ky., and Fort Worth, Tex., to admit and treat insane persons, except residents of the District of Columbia, upon the same terms and conditions as such persons may be entitled to admission to St. Elizabeths Hospital.

In compliance with this order, Fort Worth Hospital was designated for the treatment of psychotic patients and Lexington Hospital for drug-addict patients. By the close of the fiscal year 1942, 503 psychotic patients had been admitted at Fort Worth, 400 by transfer from St. Elizabeths, 95 from the Navy, and 8 from other sources. During 1943, 703 psychotic patients and 382 narcotic addicts were admitted to the Fort Worth Hospital and 1,765 narcotic addicts and 36 psychotic patients to the Lexington Hospital.

Research into the nature and treatment of drug addiction and investigations of the scientific and medical uses of narcotic drugs continued. Surveys of mental health methods have been curtailed due to the need for professional personnel in war related activities.

The Public Health Service continued to furnish and supervise the medical, psychiatric, and other technical services in Federal penal and correctional institutions under the Bureau of Prisons.

During the fiscal year 1943, St. Elizabeths Hospital provided treatment for a total of 8,680 mentally ill persons, 642 more than were under care the previous year. These patients included members of the armed forces, residents of the District of Columbia, Indians under the Bureau of Indian Affairs of the Department of the Interior, and certain other civilian groups. The increase in number of patients cared for was due in part to the effectiveness of treatment given to members of the armed services, many of whom regained full mental health in relatively short periods of time.

Thirty-two doctors, 65 registered nurses, and 98 psychiatric aides were on the staff of the hospital as of June 1943. Psychiatric instruction was given to undergraduate and post-graduate students of the Army and Navy medical schools, and the medical schools of George

Washington, Georgetown, and Howard University. Twenty-three Navy doctors and 61 corpsmen were given training during the year.

Considerable progress was made in studies of the nature, causation, and prevention of mental disorders, particularly war psychoses. Members of the staff served as psychiatric consultants to the Army Induction Board at Fort Myer, Va.

Freedmen's Hospital, a general hospital for Negroes, administered by the Public Health Service, has been tied in more closely with the medical school of Howard University and the services and facilities of the hospital have been enlarged and improved. Its staff and space have, however, been overworked and overcrowded because of the increased population of the District of Columbia. As of June 1943, the hospital had 348 beds and 54 bassinets, an out-patient department and a 150-bed tuberculosis unit.

Research

Many of the important accomplishments of the National Institute of Health during this period have been the result of research pursued at the request of the Army and Navy. Hence, much of the work has vital military significance and must remain confidential.

Among the activities which were not of a confidential nature was the outstanding assistance of the Institute to the medical departments of the Army and Navy in securing the enormous supplies of biologic products needed for the protection of the armed forces. These included: dried normal human plasma; tetanus toxoid; vaccines for cholera, plague, typhus, and yellow fever; and the arsenical compounds. Tropical diseases of military importance are being studied, with the possibility of their introduction to this country in mind.

The shortage of manpower, especially of medical manpower, has become so pressing a war consideration that numerous studies and consultant services have been developed during the year to define the problems as accurately as possible, and to suggest methods of dealing with the needs. Among these activities have been: an estimate of the costs of vocational training and medical care for the physically handicapped who might be rehabilitated for employment; an inventory of the vacancies in State health departments for professional personnel; and consultative services to the Procurement and Assignment Service, the Federal Housing Authority, and various other agencies.

Research in chemotherapy and nutrition produced interesting results. Further evidence has been obtained that diets deficient in riboflavin or thiamine increase the susceptibility of experimental animals to lethal infections with certain pathogenic organisms. Type I sclerosis and calcification of the blood vessels occurred in animals given sulfaguanidine in purified diets over a long period.

Liver cirrhosis produced in rats on deficient diets could be prevented or successfully treated with choline.

Compounds related to sulfanilamide were synthesized and their chemotherapeutic properties studied. Sulfone derivatives showed bacteriostatic action against the tubercle bacillus *in vitro*.

A very large series of new drugs has been synthesized and tested in the treatment of both avian and human malaria. Results of malaria research cannot at this time be reported due to their military significance.

A new disease of man was discovered; an organism found in low-grade stained cotton was isolated and shown to be the etiologic agent of a disease tentatively termed "cotton-sickness." Symptoms of this disease are similar to the familiar "mill fever," "Monday fever," and "gin fever" observed among workers in cotton mills.

Urgent practical aspects of military aviation have been under study. The confidential findings are reported to the Navy.

In the field of cancer research, the production of cancer cells outside the body was demonstrated for the first time. Evidence indicating that the production of spontaneous mammary cancer in mice can be inhibited by maintaining the animals on a diet low in organic sulphur has been obtained. It has also been demonstrated that certain vitamin-deficient diets inhibit the growth rate of malignant tumors.

An improved antigen was developed for the complement fixation test for amebiasis. This will simplify diagnostic procedures, and make possible the routine diagnosis of amebiasis by technicians other than those who are specially trained in protozoology. Studies on water chlorination indicated that transmission of amebic dysentery by emergency water supplies may be prevented by the application of practical superchlorination provided adequate periods of exposure are allowed for absorption of chlorine by the amoeba cysts.

Special emphasis was placed on the development of more adequate industrial hygiene programs by the States. During the fiscal year 1942, 5 additional States and 2 counties established industrial hygiene units in their health departments. During the fiscal year 1943, 5 more units were established—in 2 States and 3 cities—bringing the total number of units, at the end of the year, to 47 units in 38 States. An increasing amount of attention was devoted by industrial hygiene bureaus to illnesses of nonoccupational origin, especially venereal disease and tuberculosis, and progress was made in the integration of the work of industrial hygiene bureaus with that of other basic public health services. Reports received from States during 1941-42 show that health and safety hazards were investigated in 5,688 plants, employing 2,600,000 workers. Seventy-five of the 143 Government industrial plants have been surveyed and 9 were resurveyed. Recommenda-

tions have been submitted to the Safety and Security Branch of the Office of the Chief of Ordnance. A Public Health Service physician and an engineer have been assigned to that office as a further step in expediting the best industrial hygiene practices throughout the ordnance plants.

Venereal Disease Control

Venereal disease control activities during the fiscal years 1942 and 1943 were accelerated by the routine testing of Selective Service candidates and other special groups, by expansion of treatment centers in critical war areas, and by the tremendously augmented program for the control of gonorrhea.

More than 20 million serologic tests for syphilis were made in 1942, approximately one-fourth more than in 1941, but the 1943 figures showed an even greater increase over 1942—30,895,328 tests having been made, or 53.1 percent more than the 1942 figure. The number of laboratory tests for gonorrhea in 1943 increased 25.9 percent over the 1941 figure and 13.9 over 1942. The number of tablets of sulfonamide drugs distributed by State health departments in 1942 increased 91 percent over the figure in 1941; in 1943 the number was 23,000,000 tablets or 67 percent greater than the number distributed in 1942. The number of clinics treating venereal diseases now totals more than 3,700.

Notable progress has been made in the evaluation and increased application of the newer therapeutic methods both in syphilis and gonorrhea. With further study and demonstration of the most effective means for the control of venereal diseases, we may expect more prompt adoption of the new treatment methods which offer hope for a speedier eradication of syphilis and gonorrhea.

The logical outgrowth of the 5-year-old national venereal disease control program is the development of Rapid Treatment Centers by the Public Health Service in cooperation with State health departments and other public and private agencies. As of June 30, 1943, 30 of these centers were in operation, strategically located in war areas where venereal disease is a menace to the health of the armed and industrial forces. Treatment schedules used in these centers range from 1 day to 8 weeks, as contrasted with the 18 months formerly required. It is thus possible to render noninfectious a large number of individuals with a minimum of medical and professional personnel. Patients treated on longer schedules of therapy perform tasks involved in the upkeep of the hospitals if they are able to do so. For this work they are paid a nominal fee. Rehabilitation is an important part of the program.

Foreign Quarantine

The war brought with it numerous perplexing quarantine problems; in a number of instances temporary modification of quarantine practices and procedures had to be made. The extension of airplane traffic to all parts of the world increased to a great degree the danger of the introduction into the United States of exotic insect vectors of disease and required much additional expert quarantine service at airports of entry in this country.

To meet military requirements during the period of national emergency, the Surgeon General was given discretionary authority, when requested by competent military officials, to designate the senior medical officer of an Army or Navy air base to serve as quarantine officer for the inspection and the treatment of military aircraft proceeding on confidential missions.

A standard procedure for disinsectization of aircraft was adopted, reducing to a marked degree much of the delay incident to the procedure previously followed.

Activities in connection with the supervision of the sanitary and rat-proof construction of new vessels continued to increase. A total of 1,887 inspections on 1,407 vessels was made in 1943, as compared with 630 inspections on 363 vessels in 1942.

By joint action of the Federal Security Administrator, the Secretary of War, and the Secretary of the Navy, an Interdepartmental Quarantine Commission, made up of one medical officer each from the Public Health Service, the Army, and the Navy, was established under the chairmanship of the Assistant Surgeon General in charge of foreign quarantine. The Commission was instructed to examine into existing quarantine laws, regulations, and enforcement procedures, and to recommend such changes and modifications as might be deemed necessary to protect the interests of the United States and our military and naval personnel against the danger of the introduction of quarantinable and exotic diseases which may threaten military or civilian health and consequently impede the war effort. The Commission has completed its preliminary studies and is engaged in extensive field work.

Educational Activities

Educational activities of the Public Health Service were concentrated upon programs closely related to the war effort, especially venereal disease control, industrial health conservation, malaria control, and nurse training. Trained personnel were assigned to certain State health departments for the development of public health education programs in war-industry and extra-cantonment communities.

New health education materials were prepared for the use of Federal, State, and local official agencies and for private organizations. The National Negro Health Program was continued.

Personnel and Appropriations

At the close of the fiscal year 1942, 524 officers of the regular commissioned corps of the Public Health Service were on active duty and 402 reserve officers. The scientific staff of the National Institute of Health numbered 382; technical, scientific, and other personnel totaled 1,233. As of March 31, 1942, the total personnel of the Public Health Service numbered 17,053, of which 5,152 were collaborating epidemiologists and assistant collaborating epidemiologists receiving only nominal compensation for the collection of morbidity data.

At the close of the fiscal year 1943, there were 597 officers of the regular commissioned corps of the Public Health Service on active duty and 555 reserve officers. The scientific staff of the National Institute of Health numbered 345; technical, scientific, and other personnel totaled 1,102. As of July 1, 1943, the total personnel of the Public Health Service numbered 21,927, of which 4,462 were collaborating epidemiologists and assistant collaborating epidemiologists receiving only nominal compensation for the collection of morbidity data.

The total appropriations for the work of the Public Health Service were \$42,476,939 for the fiscal year 1942 and \$58,037,245 for 1943.

Food and Drug Administration¹

War Activities

WHILE THE INTEGRITY of the Nation's food and drug supply assumes new importance in wartime, the factors that endanger it are intensified. With increased production vitally important, the manufacturers and processors are confronted with scarcity of certain ingredients, difficulty in obtaining new equipment, disruption of transportation, a loss of many skilled employees, and emergency regulations. New firms are entering these fields, who must learn the rudiments of food and drug manufacture. Every individual in the United States, and every person overseas who is using foods and drugs produced in the United States, is a consumer personally affected by the ability of the industries and of the Food and Drug Administration to meet the challenge of maintaining purity and quality during the dislocations of war.

Food and Drug Administration laboratories in Washington and in strategic trade cities are equipped with modern scientific apparatus well adapted for rapid and accurate testing of foods and medicines. Trained staffs of specialists investigate sanitary conditions in factories, evaluate the raw materials used, and study methods of processing, preserving, packaging, transporting, and storing food and drug products. Pertinent data have been accumulated on most of the more than 50,000 establishments preparing foods and drugs that engage in interstate commerce.

The plan of enforcement of the Food, Drug, and Cosmetic Act, developed to cover products commonly used in normal times, needed only minor modifications for conversion to items essential to the prosecution of war. These were made in December 1941.

The primary obligation of the Food and Drug Administration to the war agencies is to lessen their task of securing wholesome food and drugs of standard potency. This work includes regular enforcement operations and special examinations at the request of these agencies.

At the outset of war, food and drug factories engaged in processing items for the armed services and for Lend-Lease, or seeking contracts to do so, were inspected to see that they used appropriate materials, were efficiently equipped and properly controlled, and that they met satisfactory standards of sanitation.

¹ More detailed information concerning the activities of the Food and Drug Administration is contained in its combined annual reports, 1942-1943.

At the request of the Surgeon General of the Army, more than 10,000 samples of medical supplies received at Army medical depots were examined in the fiscal year 1943, to determine whether or not they met specifications under which they were purchased and complied with the provisions of the Food, Drug, and Cosmetic Act. The examinations included chemical analyses and bioassays of drugs; bacteriological examination of surgical dressings and supplies and of the sulfa drug powders and other medicines for injections; vitamin assays; and the testing of venereal disease prophylactics. Also tested were many samples of food purchased for the armed forces and for our allies.

A second type of service has been the utilization of the equipment, experience, and methods developed by the Food and Drug Administration and the knowledge and skills of its scientists, trained in many specialized fields, to assist the war agencies in solving some of their pressing problems. Among these laboratory studies were experiments on the toxicity and proper use of quinine substitutes, synthetic compounds to replace the natural drugs cut off by the war in the Pacific. Another phase of the quinine work is the testing of samples of cinchona bark sent from South America by field parties of Government agencies seeking to develop new sources of quinine.

Many new insect repellants, developed for troops concentrated in large numbers in areas highly infested with disease-carrying insects, were tested for skin irritation and toxic reactions. Because of military requirements that powdered sulfa drugs intended for use in deep wounds and body cavities be sterilized, an investigation was made to determine that these substances would not break down into toxic substances as a result of prolonged heating.

Pharmacologists and drug chemists of the Food and Drug Administration are collaborating on studies of substances being used in the treatment of gas casualties and articles designed to protect against vesicant gases, and of the toxic reactions of chemical venereal disease prophylactics.

Other toxicity studies have included sunscreens, a substitute for U. S. P. Tannic Acid to be used in the treatment of third-degree burns, and antioxidants for fats that become rancid in tropic heat.

Studies have been undertaken for the estimation of the adequacy of vitamin content of basic rations developed for use of troops under various conditions, and new data on desiccated foods and methods for their examination have been developed.

Work has been undertaken also for the War Production Board to investigate the possible toxicity of proposed substitutes for materials needed for urgent war uses. These have included lead determina-

tions of emergency collapsible tubes for certain toilet and pharmaceutical products, indium as a substitute for aluminum, plastic pipe, canning-jar gaskets made of synthetic rubber, and butylene glycol suggested as a substitute for glycerin.

Assistance was furnished the war agencies in preparing specifications for various foods and drugs, and members of the staff have furnished technical advice to the War Production Board, Office of Price Administration, War Food Administration, National Research Council, Food and Nutrition Board, the Vitamin Committee of the Combined Food Board, Office of Economic Warfare, and the War Manpower Commission.

Another type of service is advice to the procuring officers of the Army, Navy, and Lend-Lease agencies on methods of detecting filth microscopically, the furnishing of methods of chemical analysis and sampling, and the training of inspectors in organoleptic methods of detecting decomposition.

On the home front, regulatory work has been directed toward maintaining the integrity of civilian supplies of foods and drugs, and in preventing the criminal wastefulness that results from careless handling and storage of both finished products and raw materials.

In the food fields emphasis has been given to discouraging the debasement of items subject to rationing and the staples used to supplement rationed products. Such violations may affect not only the purchasing power of the consumer, but may actually impair his health through reducing nutritional values below minimum requirements.

In connection with drugs, increased regulatory attention has been given to unauthorized and perhaps dangerous substitutions for scarce ingredients; to the therapeutic claims, directions, and warnings on medicinal preparations with which many persons may attempt self-medication during the shortage of physicians; and to the adequacy of control in manufacturing and packaging, in view of the loss of so many experienced employees in the industry.

Legislation and Regulation-Making Activities

The control of insulin, heretofore exercised by the University of Toronto, ceased on December 23, 1941, with the expiration of its patents. No other Federal legislation relating to drugs ever was enacted with the speed of the amendment of December 22, 1941, to the Food, Drug, and Cosmetic Act, by which Congress authorized the Food and Drug Administration to provide for the assaying and certification of batches of drugs composed wholly or in part of insulin. This prompt legislative action to continue effective control

measures affords protection to approximately a million and a half diabetics who rely upon insulin. The Food and Drug Administration began its certification in time to avoid any shortage in the supply.

The first Supreme Court decision involving the Food, Drug, and Cosmetic Act of 1938 resulted from a review of an appeals court interpretation of the food standards powers of the Federal Security Administrator. The decision, handed down in 1943, clarified many questions of the scope of judicial review provided in the law, as well as of the powers of the Administrator to prescribe standards. Important among these was the Court's declaration that the Administrator's "judgment, if based on substantial evidence of record, and if within statutory and constitutional limitations, is controlling even though the reviewing court might on the same record have arrived at a different conclusion."

Amendments to promulgated food standards in 1942 involved identity standards of canned apricots, cherries, peaches, and pears; dried skim milk; sweetened condensed milk; and the effective date of the riboflavin requirement for certain enriched flours. Label requirements for foods for special dietary use were announced. In 1943, the following new standards were promulgated: Fill-of-container standards for canned shrimp; identity, quality, and fill-of-container standards for canned fruit cocktail; and identity standards for soft uncured cheeses. Amendments were made in the standards of identity for canned fruit cocktail and for canned peas.

Enforcement Work

The common basic food and drug requirements of both the armed forces and the civilian population are purity and quality. Actions to keep food and drugs free from debasement include all violative interstate shipments encountered, without distinction between civilian and military supplies.

In 1942, 2,092 seizure actions were effected against violative products; 1,935 were effected in 1943. Criminal prosecutions were instituted against 342 individuals or firms responsible for 1,227 shipments in 1942, and 525 defendants responsible for 1,060 shipments in 1943. Violations of the Food, Drug, and Cosmetic Act, the Caustic Poison Act, and the Filled Milk Act are included in these actions. Previous enforcement activities and the successful efforts of a large majority of food, drug, and cosmetic manufacturers to produce safe articles have reduced the number of cases in which the offenses constituted a definite health hazard. Of the seizures accomplished, 1,368 in 1942 and 1,222 in 1943 were directed against decomposed, insect-infested, or otherwise filthy foods. In volume, too, the filthy prod-

ucts constituted a large proportion of the total number of tons of food removed from the market. Wherever it was possible to segregate contaminated portions of the seized goods from uncontaminated, the courts permitted the claimants to do so under Administration supervision, so that the good portions could be used as human food. Lots unfit for human consumption were denatured and diverted to animal feed, salvage fat for explosives, fertilizer, or some other useful purpose in a large majority of the cases.

During the 2 years, 1,183 new-drug applications were received and 857 were permitted to become effective. There have been received since June 25, 1938, the effective date of the new-drug provisions of the act, 5,311 applications, of which 3,617 have been permitted to become effective.

Office of Education¹

THE OFFICE OF EDUCATION, in 1942 and 1943, increasingly directed its work to the provision of educational services directly related to the war emergency and to assisting the Nation's schools, colleges, libraries, and other educational agencies in adjusting their programs to meet the growing demands of war.

During these war years the Office administered Federal defense and war training programs; assisted in the development of specific national, State, and local educational activities to meet emergency needs; provided advisory and research services on educational problems to educators and to war agencies; expanded its inter-American educational program; continued the administration of grants to the States for vocational education, land-grant colleges, and vocational rehabilitation; and carried on other related activities.

Defense and War Training Program

Vocational Training for War Production Workers in the public vocational schools is a joint enterprise between the Federal Government and the States. Its purpose is to prepare workers for specific occupations in specific war industries. The local vocational school is the center of the program in a given community.

During the third year of this program, ending June 30, 1943, public vocational schools provided training for 2,304,055 persons, setting a record for the 3-year period since the training program began. During the second year, ending June 30, 1942, the schools enrolled 1,764,056 in war production courses. During the first year ending June 30, 1941, a total of 889,164 trainees were enrolled.

The cumulative total for the 3-year period was 5,056,255, with approximately 2,800 vocational schools and shops participating. Appropriations made available for these training programs totaled: for the fiscal year 1941, \$49,000,000; 1942, \$91,900,000; and 1943, \$104,000,000.

In general, two types of courses were authorized: (1) Pre-employment courses designed primarily for currently unemployed persons or those otherwise available for full-time employment in a unit-skilled job in war industry; (2) supplementary courses for persons employed in essential war occupations but requiring additional skill or knowledge in order to fit them for more responsible positions in essential industries.

¹ More detailed information concerning the activities of the Office of Education is contained in its combined annual reports, 1942-3.

Enrollments

Preemployment trainees.—At the beginning of the 1942 fiscal year, 78,784 trainees were on the active roll; a total of 1,051,346 trainees were enrolled during the fiscal year. During the 1943 fiscal year a total of 1,176,642 persons received training in preemployment courses.

The preemployment courses having the greatest numbers of trainees enrolled during 1943 in order of rank and percent of cumulative total enrollment, were machine shop, 29.5 percent; aircraft, 25.7 percent; shipbuilding, 15.7 percent; and welding, 10.4 percent.

Supplementary program.—At the beginning of the 1942 fiscal year 119,116 trainees were enrolled in supplementary courses; 1,010,610 persons were enrolled in these courses during the fiscal year. During the 1943 fiscal year, 1,472,705 persons received training in supplementary courses.

Aircraft courses accounted for the largest number of supplementary trainees with 26.4 percent of all trainees receiving instruction. The second largest enrollment was in shipbuilding, which accounted for 16.6 percent. Machine shop was third with 12.2 percent.

Out-of-School-Youth Training Program

During the fiscal year 1940-41 Congress appropriated \$10,000,000 in order to equalize training opportunities for out-of-school youth located in communities in which there were no facilities for vocational training for defense workers; \$15,000,000 was appropriated for the continuation of the program in 1941-42.

Rural War Production Training Program

Another appropriation of \$15,000,000 was provided by Congress for the fiscal year 1942-43 for the Rural War Production Training Program. These funds were used for the training of out-of-school persons who had attained the age of 17 and for the training of nonrural persons whose training was not feasible under other legislation.

Major objectives of this training program were: (1) To train farmers in methods of achieving production goals of those farm commodities designated by the Secretary of Agriculture; (2) to train farmers in the repair, operation, and construction of farm machinery and equipment; (3) to train farm workers; and (4) to train farmers in the production, conservation, and processing of food for farm families.

A total of 65,996 courses were approved for the fiscal year ending June 30, 1943, with a total enrollment of 754,913. This was a substantial increase over previous enrollments in the program, which were 321,497 for the fiscal year 1941-42, and 254,511 from the beginning of the program in December 1940 to June 30, 1941.

The two most popular courses were those in production, conservation, and processing of food for farm families; and repair, operation, and construction of farm machinery and equipment. Classes in these courses totaled 21,671 and 20,500, respectively.

Since the beginning of the program (about December 1, 1940), the cumulative total enrollment through June 30, 1943, was 1,264,475.

Education and Training of NYA Project Workers

Under Public Laws 812 and 146, Congress made two appropriations, of \$7,500,000 and \$10,000,000, for the cost of vocational courses and related or other necessary instruction for young persons employed on work projects of the National Youth Administration. All courses were discontinued on June 30, 1942, when Congress made no further appropriations.

Enrollments.—During the year and one-half of the operation of this program, 729,780 NYA enrollees were given training. Of this total, 349,488 (47.9 percent) were girls and women; 110,619 (15.2 percent) were Negroes. During the final year, 1941-42, the percents of girls and women and of Negroes rose slightly—to 50.1 and 16.6, respectively.

Advisory Committees

One of the most important means of bringing the training program on all levels—Federal, State, and local—in line with practical manpower problems has been that of the advisory committee. Such committees are typically organized to include an equal number of representatives from employer and employee organizations together with consultants from such governmental agencies as the U. S. Employment Service, and district representatives of the Training Within Industry Branch of the War Manpower Commission.

Cooperation With Other Agencies

In its Vocational War Training Program the Office of Education has cooperated closely with the armed forces, the U. S. Employment Service, the Office of Defense Transportation, the U. S. Bureau of Prisons, Work Projects Administration, Civil Service Commission, Office of the Coordinator of Inter-American Affairs, Federal Housing Authority, and other Government and non-Government groups.

Engineering, Science, and Management War Training

To pay the cost of training courses to meet the shortage of engineers, chemists, physicists, and production supervisors in activities essential to the war, Congress appropriated a total of \$20,500,000 for the 1942 fiscal year, and \$30,000,000 for 1943. These funds have been made available to colleges. Allotments are made by the Office of Education

on the approval of individual course proposals submitted by the colleges for short, intensive courses in these fields.

By June 30, the end of the 1943 fiscal year, plans submitted by approximately 225 colleges had been approved with estimated costs of more than \$25,000,000, of which \$20,694,587 was for training engineers; \$822,566 for chemists; \$750,887 for physicists; and \$3,333,238 for production supervisors.

The ESMWT program of 1942–43 succeeded the Engineering Defense Training program (EDT—1940–41) and the Engineering, Science and Management Defense Training program (ESMDT—1941–42). The total enrollment in this program for 1942–43 was about 590,000. The number of courses in the participating colleges approved for the year reached 13,247. Practically all of the colleges and universities that conducted ESMWT courses in 1942–43 have indicated that they will continue to do so in 1944, and that an estimated additional half-million men and women will be trained by the end of the year.

Student War Loan Program

The Office of Education was given the responsibility of administering the \$5,000,000 appropriation made by Congress for loans to students in certain professional and technical fields considered essential to the war effort. The appropriation was made to meet a special situation caused by the adoption of accelerated programs in higher educational institutions. The law required that the prospective borrower must be enrolled in an accelerated program of a degree-granting institution, must be within 24 months of securing his professional degree, and must be in need of financial assistance.

The loan might be used to pay tuition and fees, and maintenance up to \$25 a month. Not more than \$500 could be borrowed in any 12-month period. Funds were allotted by the Office of Education to the participating colleges and universities, in accordance with formal requests, and under specified conditions. During the 1943 fiscal year, 348 colleges and universities were authorized to grant loans; more than 11,000 students were the borrowers, and the average loan was \$265.44.

The unexpended 1943 balance of a little more than 2 million dollars was reappropriated with the provision that the loans should be available only to those students who received loans during the past fiscal year.

Wartime Commission

The Wartime Commission was established by the Federal Security Administrator on December 23, 1941, to provide machinery which could hasten the adjustment of the schools, colleges, and libraries to wartime needs. The Commission consisted of 38 members, chiefly execu-

tive officers of national educational organizations, together with representatives of colleges and universities, State departments of education, and city and county school systems. The Commissioner of Education was its chairman.

During the period covered by this report, the action of the Commission fell generally into three categories: (1) The preparation and wide distribution of reports and recommendations to schools and colleges resulting from important studies made by its subcommittees; (2) the preparation of proposals for governmental action in support of educational programs designed to meet wartime demands for trained manpower; and (3) the stimulation of increasingly effective relationships between the Wartime Commission itself and other commissions, committees, agencies, and institutions in the States.

Victory Corps

Carrying out the Wartime Commission's pronouncement that "opportunities should be provided through the schools for all in-school young people to participate in organized war effort," the High School Victory Corps came into being. The Federal Security Administrator invited certain Federal and national education agencies to appoint representatives to a policy committee. The committee proposed Nation-wide adoption of the High School Victory Corps program. The plan was unanimously approved at a meeting of chief State school officers, on August 30, 1942. Capt. Eddie Rickenbacker accepted the chairmanship of the National Policy Committee for the Victory Corps.

Two objectives were set forth for the High School Victory Corps program: (1) The training of youth for war service after they leave school; (2) the active participation of youth in the community's war effort while they are yet in school.

In line with these objectives, the Victory Corps National Policy Committee identified eight wartime aims for the high school: (1) guidance into critical services and occupations; (2) wartime citizenship; (3) physical fitness; (4) military drill; (5) competence in science and mathematics; (6) preflight training in aeronautics; (7) pre-induction training for the armed forces and preparatory training for critical occupations; and (8) community service.

As yet no comprehensive studies have been made by the Office of Education to determine the extent of secondary school cooperation through the High School Victory Corps program, but it is evident that there has been widespread adoption of the plan.

Extended School Services

On August 28, 1942, the President allocated \$400,000 to the Office of Defense Health and Welfare Services (now the Office of Community War Services) for the promotion and coordination of programs

for the care of children of working mothers; that Office, acting in its coordinating capacity, called upon the Office of Education and the Children's Bureau for operating responsibility. This allocation covered the period through June 30, 1943. It was stipulated that no part of this should be used for operating schools, so that centers had to be financed by contributions from other sources. In authorizing the allocation and the transfer of funds to the Office of Education and to the Children's Bureau, the President said:

“The need for child care grows out of an increasingly acute problem of labor supply. I believe that much can be accomplished locally toward meeting such needs as may arise, provided stimulation and coordination of effort are achieved.”

The Office of Education appointed nine field consultants on extended school services with headquarters in the several regions of the Office of Community War Services. Advisory and supervisory service to State departments of education was thus provided.

State departments of education in 33 States, the District of Columbia and Hawaii submitted State plans for a program of extended school services. These were approved and grants to these States totaled \$153,143.32. Such grants enabled the States to employ specialized personnel to work with communities affected by the impact of war industries in setting up programs for the care of children of working mothers.

School Facilities in War Areas

Because of unprecedented in-migration to meet war needs of Army, Navy, and industrial establishments, in many localities essential school services were either lacking or soon proved to be inadequate.

Local school administrative units in war areas continued, during the years 1942 and 1943, to need Federal financial assistance from the Lanham Act for school-building facilities and for maintenance and operation expenditures for regular school programs. Funds were granted in 1943, for the first time under the Lanham Act, to establish nursery schools and before-and-after-school supervisory programs for children of mothers whose employment was essential to the war effort.

Consultative services were furnished by the Office of Education to State departments of education and to local school administrative units to assist them in the processing of applications under this Act. A field staff of specialists on school facilities assists State and local school authorities in determining actual school needs arising from activities of the national war effort. These representatives report findings and recommendations to guide the Office of Education in its certification of need for the projects.

On the basis of surveys made by the specialists on school facilities in cooperation with State and local school authorities, the Office of Education issued during 1942 and 1943 about 900 "Certificates of Necessity" to the Federal Works Agency setting forth the need for school facilities. About 1,350 additional "Certificates of Necessity" were issued during the same period recommending approval of funds for maintaining and operating school facilities and for the establishment of extended school services for children of working mothers in war areas.

Physical Fitness

On May 30, 1942, the Office of Defense Health and Welfare Services announced the organization of a Physical Fitness Program¹ with the Office of Education as one of the three participating organizational units. The objective of the program is "the promotion among individuals of all ages of an interest in the improvement of their health and physical condition." The Office of Education was charged with responsibility for the stimulation and promotion of physical fitness programs for persons of school and college age. Personnel is provided by the Committee on Physical Fitness to the Office of Education for the conduct of this program.

During the year working conferences of national leaders in health and physical education were called by the Office of Education. Three important manuals have been issued. These are: *Physical Fitness Through Physical Education for the Victory Corps*; *Physical Fitness for Students in Colleges and Universities*; and *Physical Fitness Through Health Education for the Victory Corps*. The staff of the Office of Education sponsored and participated in nine regional institutes for the purpose of introducing and interpreting the physical fitness program.

Aviation Education

A comprehensive program for aviation education at the secondary school level involves courses looking toward preparation for the manufacture, servicing, and flying of planes. The first two of these responsibilities have been discharged by vocational education.

The Office of Education early in 1942 launched a three-point program to assist schools in the pretraining of flight personnel:

1. For prospective military flyers, basic pretraining in physical fitness, mathematics, and physics. This phase of the program was developed in close cooperation with the aviation forces of the Army and the Navy.

¹ Now carried on by the Committee on Physical Fitness (see p. 65).

2. A special course in the science of aeronautics to be offered as an elective to pupils and graduates who have passed or are approaching the age of 18.

3. Stimulation of teacher-training institutions to offer additional summer courses for teachers of aeronautics, mathematics, physics, and physical fitness.

Advisory and Research Services

During the 2 years covered by this report research and advisory services not immediately related to wartime problems in education were insofar as possible discontinued or suspended, and projects dealing with wartime educational problems were undertaken.

The growing shortage of teachers throughout the Nation, and the accompanying lowering of standards of teacher preparation, were given continuing attention. Several studies were completed with the objective of offering higher institutions and other agencies every possible assistance in maintaining the needed manpower.

In order to assist in the movement of teachers from areas of surplus to shortage areas, information concerning public and other teacher placement offices and services throughout the country was made available to teachers in search of positions.

Results of national, State, and local studies of teacher shortages and a score or more of the means used for remedying them were brought together and made widely known to educators.

An Information Exchange, organized as a "clearing house of . . . materials showing what educators are doing to adapt their educational programs to defense needs," has supplied materials in response to requests from colleges and universities, administrators and supervisors, teachers, libraries, Federal and community agencies.

During the school year 1942-43 approximately 3,000 requests for information packets were received by the Information Exchange and more than 6,500 packets were lent to teachers and other adults. Leading the list of groups represented were secondary school teachers, with school administrators, librarians, elementary school teachers, and college faculties following in the order named.

A survey of scholarship offerings was published to assist in increasing the number of personnel who might be trained for special military and other war-related services, by making known to young men and women opportunities for financial aid offered by colleges and universities, and to make available to Latin American students information on scholarships offered to them in colleges and universities of the United States.

A series of reports on the adjustment of the college curriculum to wartime conditions and needs was prepared by a committee of the War-

time Commission on Education to help colleges and universities adapt their programs to war conditions.

The Office of Education has supplied war agencies with the great variety of basic data they need in using the schools for rationing headquarters, in estimating manpower in training and soon to be available as graduates from colleges, and in estimating future manpower now enrolled in colleges and high schools.

The library services of the Office of Education have been concerned with needs of libraries in war production areas, so that recommendations could be made regarding library projects submitted for Lanham Act funds.

Libraries have been seriously affected by the scarcity of certain materials. The Office has endeavored to keep in touch with appropriate officials in the Office of Price Administration and the War Production Board, in order to see what adjustments could be made for libraries. Information regarding priorities, scarcities, and allocation of materials has been conveyed to librarians by direct correspondence and through professional library journals and *Education for Victory*.

Inter-American Educational Relations

The Division of Inter-American Educational Relations was established during the biennial period. The division is concerned with educational problems and relations in the inter-American field in schools as well as in colleges and universities.

During the period covered by this report, graduate students and teachers came to the United States on fellowships from Brazil, Chile, Costa Rica, the Dominican Republic, Guatemala, Haiti, Nicaragua, Panama, Paraguay, and Venezuela. The fields of interest represented by these students include: agriculture, anthropology, architecture, education, engineering, library science, medicine, philosophy, public administration, sanitary engineering, social legislation, and social work.

A smaller number of graduate students from the United States has been selected for fellowships from the panels submitted to the governments of the other American republics. In spite of the emergency, however, graduate students from many States, specializing in art, business administration, economics, history, Latin American literature, medicine, political science, and sociology have gone to the other American republics to enroll in universities there or to carry out programs of research.

Exchange professors from the United States were selected from the lists of available persons by Chile, Costa Rica, the Dominican Republic, Guatemala, Nicaragua, and Venezuela. The fields which

they represent include: agriculture, botany, Latin American history, law, and sociology.

In addition to cooperating with the Department of State on the exchange program provided by the Buenos Aires Convention the Office of Education assists the Department in carrying out the travel and maintenance grant program for graduate students from the United States to study in the other American republics.

The Office has also carried on a number of projects in close cooperation with the Office of the Coordinator of Inter-American Affairs.

Education for Victory

Education for Victory, in March 1942, replaced *School Life*, as the Office of Education's official journal, for the duration of the war. It is published biweekly throughout the year, whereas the former journal was issued but 10 times during the year. *Education for Victory* has a total circulation of approximately 75,000.

The periodical is issued to enable the Office of Education to serve all educational fields as widely as possible during these war times. It brings to educational leaders important official announcements; current reports on emergency programs; statements and plans of various Federal Government agencies vital to education; and other material.

Grants to States

Vocational Education Services

The Office of Education is responsible for administering the Acts under which the federally aided program of vocational education is carried on in the States.

Enrollments in all types of vocational schools and classes increased from 2,429,054 in 1940-41 to 2,629,737 in 1941-42, the last period for which statistics are available. The enrollment for 1941-42 included 610,050 persons in vocational agriculture courses, 850,597 in trade and industrial courses, 954,041 in home economics courses, and 215,049 in distributive education courses.

Vocational Rehabilitation

At the end of the fiscal year 1943, more than 70,000 physically handicapped persons were listed as active cases by State vocational rehabilitation services—the largest number of handicapped persons ever served at any one time by the Rehabilitation Service. During the year service programs were completed or terminated for approximately 40,000 persons.

The number of persons rehabilitated during the fiscal year 1942 showed a 48 percent increase over the preceding year, an 81 percent

increase over 1939-40. An increase of this size is particularly significant since total expenditures increased only 11 percent; the personnel of the State departments, only 10 percent; and the total case load of the States and Territories, only 26 percent.

On December 22, 1942, the Federal Security Administrator, acting on instructions from the President, called a meeting of the administrators of all related Federal agencies to lay plans for developing a program for the rehabilitation of the war disabled. Recognizing that this problem would intertwine with that of supplying disabled civilian workers to war industries, steps were taken to plan a combined program for the rehabilitation of disabled civilians for employment in war industries and essential civilian industries, both now and after the war.

Administration of Land-Grant College Funds

The Office carried on its usual activities for the administration of Federal funds for the land-grant colleges and universities.

The appropriation to the States and Territories for the land-grant colleges and universities now amounts to \$5,030,000 a year. The allotments to the several States and Territories vary from \$50,000 to \$223,837. In 17 States the funds are divided between two institutions, one for white students and the other for Negro students. In one other State, Massachusetts, the fund is divided between the agricultural college and an institute of technology.

Columbia Institution for the Deaf

THE AIM of the Columbia Institution for the Deaf has been and continues to be the physical and mental advancement of the deaf of the various States of the Union and the District of Columbia.

Lower School

In the department for younger children, known as the Kendall School, work closely approximating that of the first ten or eleven grades of the public schools is carried on by especially trained teachers who are selected with great care. In this department special attention is given to teaching congenitally deaf pupils speech and speech reading, to preserving the speech of pupils already able to talk, and to helping those pupils who may have some residual hearing to make use of it. Classroom hearing aids are in constant use with such pupils so that they may preserve and improve their ability to understand spoken language through the ear.

In this department vocational work is also stressed: graduates of the Kendall School are able to take up clerical work with the United States Government and with private firms, and many are employed by manufacturing firms in Washington and elsewhere. Typing, printing, sewing, cooking, and carpentry are among the vocations taught; and, almost without exception, young people from Kendall School have become self-supporting soon after leaving school.

College-Level Training

In Gallaudet College, the advanced department for deaf students, graduates of various schools throughout the country are received after passing admission examinations; there are almost always students from forty or more States of the Union and the District of Columbia, from Canada and sometimes from other foreign countries.

The principal field of occupation among graduates of Gallaudet College is the education of deaf children. In the past 8 years nearly 100 graduates have taken up positions as supervisors, coaches, or instructors in vocational or academic work in State schools for the deaf throughout the country. The field of chemistry has each year employed an average of two or three graduates; of the 1943 graduating class five are employed in this line of work, largely in war plants. Commercial printing has offered opportunities for almost 100 of the school's young men in the past 20 years, many of them holding positions as skilled linotype operators. The United States Govern-

ment has offered clerical positions, work in chemistry and in drafting to a considerable number. Graduates of Gallaudet College are also engaged in agriculture, newspaper publishing, photography, engineering, library science, and the management of their own homes. The courses offered in Gallaudet College provide a general cultural background. Specific training is given in teaching, psychology, printing, drawing, chemistry, agriculture, bacteriology, domestic science, domestic art, and business practice.

Special Departments

The Normal Department of the Institution trains a small number of young men and women, who have recently been graduated from colleges or universities, to become teachers of the deaf. Those who have taken advantage of the training at this Institution have had a great influence on the educational work for the deaf throughout the whole country. More than fifty of these graduates hold positions as executive heads of schools or principals of departments in the United States, Hawaii, and India.

The most recent work of the Research Department has been the survey of the Maryland School for the Deaf at Frederick and of the Washington State School at Vancouver. Tests of Kendall and Gallaudet students are conducted through this department in order to check on standards in comparison with those attained by hearing young men and women in other schools and colleges.

Studies of Problems of the Deaf and Hard of Hearing

Committees of the National Research Council under the general chairmanship of the President of the Institution are continuing experimental work on the use of hearing aids with hard-of-hearing children in the public schools and on methods of screening public school children for the purpose of finding those deficient in hearing. Other projects under consideration have been held up by the war.

Attendance

During the fiscal year July 1, 1941, through June 30, 1942, there were under instruction in Gallaudet College 88 men and 62 women. In the fiscal year 1942-43 there were 74 men and 52 women representing 42 States, the District of Columbia, and Canada. In the Kendall School there were 33 boys and 49 girls in 1942 and 33 boys and 43 girls in 1943. The largest number of new students on record was admitted to Gallaudet College through examinations held in May 1943 for the forthcoming fall term.

Health

The health of students is carefully safeguarded. Preventive measures are taken by means of careful physical examination and inoculation to avoid such contagious diseases as scarlet fever, smallpox, diphtheria, and typhoid. No cases of these diseases have occurred in the Institution for many years. There were no deaths among the students during 1942 or 1943. All students are required to take physical training unless excused by the physician.

Howard University

HOWARD UNIVERSITY, with its colleges of medicine, dentistry, pharmacy and engineering, its departments of physics and chemistry, its Reserve Officers Training Corps, its other major divisions of pre-professional preparation, its relationship to Freedmen's Hospital in the training of nurses, has as its goal the training of leaders and professional people who can assist Negro Americans to make their maximum contribution to the Nation and to their communities.

During 13 years of government support, augmented by considerable aid from leading educational foundations, Howard University has trebled its educational plant facilities, quadrupled its book collection and its movable scientific and educational equipment, and increased its teaching staff by 70 percent. The University is now advanced about three-fourths of the way toward an adequate faculty and administrative staff, about three-fourths of the way toward adequacy in movable educational and scientific equipment and supplies, and more than half the way toward an adequate educational plant. Its major professional schools are now developed to the point of approval by official accrediting agencies, with the exception of engineering which is still short of necessary salaries, building, and equipment.

Enrollment

In the school year 1942-43 the University served an enrollment of 3,644 students from 39 States and 16 foreign countries—the highest in the University's history. The enrollment for the previous year was 3,346 students from 41 States and 11 foreign countries. Degrees were awarded to 277 graduates in 1942 and 230 in 1943. The institution now has a total of 11,570 graduates.

Especially notable were substantial increases in enrollments in the schools of medicine, dentistry, pharmacy, engineering, chemistry and physics—services indispensable to the war and in which there is a shortage of trained Negro personnel.

During the year the University served 80 students from the Caribbean area. In this group the British West Indies led with 37, while 15 came from the Virgin Islands, 9 each from Panama and Puerto Rico, 7 from British Guiana, 2 from the Dominican Republic, and 1 from the French West Indies. Cooperating in the effort to improve the educational system in the Virgin Islands, the University awards annually 8 tuition scholarships for students from the Islands, who are nominated by the Governor, upon the recommendation of local educational leaders.

Evidence of Qualitative Advance

Indications of advancement in the quality of the University's regular work during this period included:

The work in chemistry in the college and graduate school was inspected by the American Chemical Society and the department was placed upon the approved list of the Society.

The scholarship caliber and actual performance of the 1941-43 freshmen classes have proved superior to every class since 1928; this is the result of the better selection of students, made possible by the competitive scholarship examinations now being conducted by the University in 27 States.

A report of the Council on Dental Education of the American Dental Association, issued August 15, 1942, lists Howard University as ranking first among the dental colleges of the United States in the percentage of graduates in the class of 1942 who were holders of undergraduate baccalaureate degrees.

Eight members of the clinical medical faculty have qualified before, and have been certified by, their specialty boards since the last report. This means that there are now 20 members of the clinical faculty of medicine who have received specialty board certifications—two in surgery, two in urology, one in ophthalmology, three in otolaryngology, one in obstetrics and gynecology, three in pediatrics, two in radiology, two in neurology and psychiatry, two in internal medicine, and two in dermatology and syphilology. This represents not only a substantial advance on the part of the members of the clinical faculties in medicine, but also a very great improvement in the professional services rendered by this faculty to patients in Freedmen's Hospital.

The Federal Security Administrator has appointed the dean of the medical school as Superintendent of Freedmen's Hospital. This links the school of medicine of Howard University and Freedmen's Hospital as a functioning unit and assures a thorough correlation of professional services for both the patients and the educational work in medicine.

A great improvement has also been made in the services of the hospital: installation of cross indices of diseases and surgical preparations; establishment of an admitting service for hospital and clinical patients; improvement of the teaching program for internes and residents; improvement of the administrative organization, and the operation of the laboratories and X-ray services of the hospital; and an increase of 110 percent in income from patient fees.

Concurrently improvement in the physical plant is being accomplished through a grant of \$100,100 from the Federal Works Agency.

Significant advances in the acquisition and use of educational equipment have included the installation of nine modern dental chairs,

units, and lights in the clinics of the college of dentistry; 14 microscopes; a modern dispensing laboratory in the college of pharmacy; and the addition of pharmaceutical books and periodicals valued at \$1,000.

The school of engineering and architecture has also been able to purchase, install, and use for the period of the war new equipment valued at \$22,344 in connection with the Engineering Defense Training, the Engineering, Science and Management Defense Training and the War Training courses.

The selection of students by means of the national competitive scholarship examinations was extended in 1942-43 to include 27 States. These tests have revealed a body of high school graduates, prohibited from attending college by reason of their poverty, who, if awarded scholarships, would increase the intellectual level of our students from 300 to 400 percent. In response to the urgent need of increased scholarship funds, thus made manifest, the University has begun a solicitation of funds from its graduates, which gives promise of continued development of this scholarship program.

The Student War Loan Program, under the supervision of the Office of Education, allotted a total of \$44,181 to furnish loans, up to a maximum of \$500 each, for students at Howard University in the strategic fields of chemistry, physics, engineering, medicine, dentistry and pharmacy.

The Kellogg Foundation has made available \$10,000 for scholarship loans in the college of medicine and another \$10,000 for the college of dentistry.

A further increase was made in the number and percentage of advanced students (holders of a first degree or more) studying in the University during the two years. Seventy-seven percent of all students in the professional schools of medicine, dentistry, law, and religion were holders of college degrees; and 880, or 29.1 percent, of all regularly matriculated students in the University were persons holding one or more degrees. Howard University is thus increasingly becoming a center of graduate study.

Members of the faculty of the University published during the biennium 14 books and monographs, and 208 scientific and professional articles. Nineteen members of the faculty have received grants-in-aid by distinguished foundations and public bodies, for specialized study, during the biennium.

War Services

The University is making substantial contributions to the war. In addition to its regular work in medicine, dentistry, pharmacy, engineering, nursing, chemistry, physics, mathematics, nutrition, physi-

cal education, and preprofessional courses is the notable work of its Reserve Officers Training Corps.

Since the last World War Howard University has operated this ROTC unit. Its work has been rated by the Army as "excellent" for 10 successive years. The Commanding General of the Third Corps Area, in awarding "the highest rating authorized by the War Department for an ROTC unit," sent a special message of congratulation and commended the professor of military science and tactics and his associates as having made a "valuable contribution to the cause of national preparedness."

This unit has graduated 440 reserve officers since its inception. One hundred and fifty went into the national service during the first year of war. They are now reported to constitute 90 percent of the officers of the 366th Infantry at Fort Devens, a substantial percentage in the 372d Infantry stationed at New York, Philadelphia, and Tuskegee; and it is also reported that the 93d Division now being activated at Fort Huachuca will have 70 to 100 of these Howard trained officers.

Under the supervision of the Office of Education, Howard University has operated 53 special courses in the Engineering, Science, and Management Defense and War Training Programs to train engineers and to equip workers in various technical fields necessary to the war effort. Since the beginning of this work in January 1941, 77 courses have been offered to a total enrollment of 1,835, and 716 certificates of proficiency have been awarded to persons now in the armed services, industry and other strategic national service.

Enlisted Reserve Corps

Upon an invitation from the War Department on May 18, 1942, the University undertook plans for participating in the program for preinduction training of students in the Army Enlisted Reserve Corps. One hundred thirty-eight students were enlisted by the early part of the autumn quarter. These enlisted reservists in the college, by reason of the exigencies of war, were called to active duty by January 1, 1943. Many students in medicine and dentistry became members of the Army Enlisted Reserve Corps, pledging themselves to enter the Army immediately after the completion of their studies.

Army Specialized Training Program

Howard University has been selected by the War Department for the Army Specialized Training Program in the colleges of medicine and dentistry, and engineering—basic and advanced—and for pre-professional training in medicine and dentistry. Up to June 30, 1943, 119 students in medicine and 62 in dentistry had been inducted as privates in the Army and assigned to continue their education at Howard University, and 90 basic engineering students were registered.

Additional War Activities

Other special war activities were carried on by the faculty of the University: first aid courses for men and women; the organization of a Red Cross Motor Corps for civilian defense work in conjunction with Freedmen's Hospital; several Red Cross courses in the fields of nutrition and home nursing; a special course in the Introduction to Statistical Analysis; two series of lectures in the Department of History on War Aims; special courses in elementary Portuguese, Spanish, War Psychology including a study of propaganda, and the problems of the Caribbean Area.

In cooperation with the Office of Education the General Library of the University has maintained a War Information Center.

Throughout the war period the Government has found the faculties of the University to be a ready and able resource, and has called many of its members to responsible full-time posts in the administrative and armed services, as well as to a number of part-time consulting services.

Further Steps To Improve War Service

To improve the University's war services to the Nation, the Trustees have taken the following further steps:

They have changed the entire University, with the exception of the schools of law and religion, from the semester to the quarter system, making the summer school a fourth quarter, and keeping all divisions functioning throughout the year. This makes it possible for the basically important work in medicine, dentistry, pharmacy, engineering, physics, and chemistry to be finished in three years, instead of four, and the preprofessional work to be likewise accelerated.

Evening classes have been established on a four quarter basis.

Heavier than maximum first-year classes in medicine, dentistry, and engineering have been received in order to meet the urgent demand of the war services for professional personnel in these fields.

The required work in ROTC has been expanded and the academic credit available for this work, without tuition, has been expanded from 13½ to 18 quarter hours.

All men students are now required to take physical education as well as ROTC.

A special educational program for inductible men has been prepared for which specific freshmen requirements have been waived, and this course has been offered to all other students who may choose it.

Special war service courses have been introduced and other regular courses have been substantially changed so as to provide greater war service content.

Men seniors, within 15 hours or less of graduation, called into military service, have been granted the privilege of fulfilling the graduation requirements by taking suitable examinations.

Admission requirements have been modified so as to permit the admission of mid-year high school graduates before graduation, on the basis of tests and other criteria.

High school seniors below the age of Selective Service are admitted provided that the student is in the upper quarter of his class in a regionally approved high school which will award him a diploma either before his matriculation or after his completion of one year or less of college work.

The college board of admissions has considered and is forwarding to the faculty recommendations setting up provisions for academic credit to be given for studies pursued in the military services.

The American Printing House for the Blind

DURING the 1942 and 1943 fiscal years the American Printing House for the Blind continued to assist public institutions in the education of the blind youth of America. The usual Federal appropriation of \$125,000 annually was made to the institution for this purpose.

These funds were used for labor, materials, and other expenses incident to the embossing of books, the recording of talking books, and the manufacture of tangible apparatus for the schools for the blind. These are distributed without cost to public institutions for the education of the blind.

The activities of the American Printing House for the Blind, located at Louisville, Kentucky, are directed by a board of trustees consisting of seven citizens of Louisville, and, ex officio, the superintendents of the various public institutions for the blind in the United States.

Social Security Board¹

JUNE 1943 marked the end of the eighth fiscal year of operations under the Social Security Act. In this period the insurance and assistance programs established by that Act have become major Federal and Federal-State activities for protection of workers against involuntary wage loss and for relief of need. With the rise of employment in wartime, the coverage of the Federal old-age and survivors insurance program and of State unemployment compensation laws has increased in number of workers and amount of wage credits. State after State has accepted the principle of continuous joint Federal and State action to provide money payments to needy aged persons, the needy blind, and dependent children deprived of parental support—the public assistance programs under the Social Security Act. With the decline of Federal work programs and other emergency measures, payments for public assistance under the Act which represented only 6 percent of total public aid in June 1936 came to nearly 90 percent in June 1943.

Experience under the insurance and assistance programs of the Social Security Act gives clear evidence that American families are eager to gain financial independence by making full use of all employment opportunities available. Monthly benefit payments under the Federal old-age and survivors insurance program have increased steadily from \$75,900 certified for 3,700 beneficiaries in January 1940, when such benefits were first payable, to \$12,774,000 certified for 687,000 beneficiaries in June 1943. The increase would have been greater if large numbers of potential beneficiaries had not remained in, returned to, or entered covered jobs rather than draw monthly benefits under this program. Old age and death are risks to be faced in good times as well as bad. The risk of unemployment, however, fluctuates inversely with rates of industrial activity. Unemployment benefits have been of great value to hundreds of thousands of workers who were temporarily out of jobs while factories retooled or who were laid off during shut-downs caused by production changes, shortages in materials, or other war problems. They have also prevented much aimless migration in search of work by making it possible for workers to remain in their own neighborhoods within reach of the industries which would soon need them again. In June 1943, a weekly average of less than 100,300 beneficiaries received unemployment benefits amounting to about \$5,950,000 under the 51 State unemployment compensation laws, in contrast to almost nine times as many beneficiaries who re-

¹ More detailed information concerning the activities of the Social Security Board is contained in its Eighth Annual Report.

ceived, in the aggregate, \$39,820,000 in benefits in June 1938, when only 25 States were making payments. In all public assistance programs the number of recipients has also declined, since many persons who otherwise would have been on the assistance rolls have found opportunities to earn or have been benefited through the improved circumstances of members of their families.

The field organization established for Federal old-age and survivors insurance and the Federal-State relationships developed under the public assistance program provided channels for administering emergency benefits and assistance to families of civilians killed or detained by enemy action and for aiding in the evacuation of enemy aliens and others affected by restrictive governmental action. In collaboration with other Federal and State agencies, the Social Security Board has helped to promote a wide range of special services in the fields of welfare and health required by the war.

As of the close of the fiscal year 1942-43, the two insurance programs of the Social Security Act and the Federal-State old-age assistance programs were in full operation throughout the continental United States and the Territories of Alaska and Hawaii. Federal-State programs for aid to dependent children were in operation in all but three jurisdictions and for aid to the blind in all but six.

On December 19, 1941, the President requested State Governors to turn over to the Social Security Board the facilities, personnel, and functions of State and local employment offices for centralized administration. The U. S. Employment Service, administered by the Social Security Board on a national basis from January 1 to December 1, 1942, provided the field organization and technical information on industrial labor supply and demand needed in the vast job of mobilizing labor and converting the Nation's productive resources to war. To give additional authority and centralized control of labor mobilization, on April 18, 1942, the President established the War Manpower Commission, and in accordance with an Executive order of September 17, 1942, the USES was transferred to that Commission on December 1, 1942.

Old-Age and Survivors Insurance

The impact of the war on our economy was reflected in the tremendous increase in account-number applicants, in the retarded rate of increase in the number of beneficiaries, in the rise in the number whose monthly payments were suspended because they were working in covered employment, and in the increase in assets of the old-age and survivors insurance trust fund. A marked rise in contributions to the fund resulted from high levels of wartime pay rolls and the number of workers drawn into war industry from agriculture, domestic service, self-employment, and nongainful work.

Currently deferred retirement of eligible workers and the increase of workers with insured status represent greatly increased potential claims upon the fund. When peace returns, many aged workers will find difficulty in retaining their jobs; widows and children of deceased workers will lose their jobs or voluntarily withdraw from covered employment to claim the benefits to which they may be entitled. Against this potential increase in claims for benefits must be offset, however, the loss of insured status for workers who have contributed to the fund but whose noncovered employment during or after the war will jeopardize or lessen rights acquired under this insurance program.

The increasing tempo of industrial production to meet war needs and the high wage rates and overtime pay of industrial workers are greatly augmenting the coverage and wage credits acquired under the old-age and survivors insurance program. It is estimated that 36,500,000 workers were in covered employment at some time during the quarter ended June 30, 1943, and that their average taxable wage was \$445 for the 3-month period; these figures indicate an increase of nearly 6 percent in the number of workers and nearly 20 percent in average taxable wages over the corresponding period in 1942.

In the fiscal year 1942-43, 8,300,000 new accounts were established in the wage-records office of the Board. The cumulative total of accounts established at the end of June 1943, adjusted for duplication, death, and accounts of children under age 14, numbered 66 million and represented 63.2 percent of the total population aged 14 and over, as contrasted with 59 million or 57.1 percent a year earlier. Persons under age 20 accounted for nearly three-fifths of all new applicants for account numbers in April-June 1943; persons aged 50 and over represented nearly one-tenth. Women represented more than three-fifths of the new applicants. Those in ages 25-44, a group normally engaged for the most part in their own housework, increased nearly one-third over the number in the same quarter of the previous year. In the quarter ended December 31, 1941, women applicants exceeded men for the first time on record.

Payments during the 1942-43 fiscal year under the old-age and survivors insurance program amounted to \$155,730,000. As of the close of the year, nearly 800,000 beneficiaries were entitled to benefits, an increase of 34 percent over the 600,000 at the end of June 1942. The monthly amount of benefits to which these beneficiaries were entitled in June 1943 was \$14,485,000 as compared with \$10,830,000 a year earlier, also an increase of nearly 34 percent. These figures include benefits in deferred and conditional-payment status as well as those paid currently. At the end of the 1943 fiscal year more than 686,000 persons—retired workers, their aged wives and dependent children, and widows, children, and parents of deceased insured workers—were

receiving \$12,774,000 a month in benefits; the average primary benefit in force for retired workers aged 65 or over was \$23.13; for benefits to the aged wife of a primary beneficiary the average was \$12.31. For other types of benefits the June 1943 averages were: child's benefits, \$12.25; benefits to a widow aged 65 or over, \$20.14; to a widow with a young child of the deceased insured worker in her care, \$19.65; and to a dependent parent age 65 or over, \$13.06.

The full effect of the war effort on benefit rolls cannot be measured. It is estimated that 600,000 aged persons have preferred to remain in covered employment rather than retire and claim benefits for which they and, in some instances, their aged wives or young children are eligible. In addition, as of June 1943, nearly 120,000 beneficiaries on the rolls were not receiving current payments; employment of the beneficiary or of the individual on whose wage records the benefits were based accounted for 92 percent of these payments withheld. Among the children for whom benefits were suspended because of failure to attend school regularly, probably most were at work. Under the terms of the Social Security Act, no benefits are payable for any month in which the beneficiary or the person with respect to whose wages benefits are payable renders services for wages of \$15 or more in covered employment.

The Treasury Department reports that \$1,130,495,000 was collected during the fiscal year 1942-43 in contributions under the Federal Insurance Contributions Act. This amount, 26 percent more than collections in the previous 12-month period, reflects increases in number of workers and in taxable earnings. In this fiscal year, total receipts of the old-age and survivors insurance trust fund amounted to \$1,217,898,000, including appropriations equal to collections under the Federal Insurance Contributions Act and \$87,403,000 in interest on investments held by the fund. Expenditures in the period were \$176,796,000, comprising \$149,304,000 for monthly benefits and lump-sum payments and \$27,492,000 for reimbursement to the general fund of the Treasury for expenditures incurred by the Social Security Board and the Treasury Department in the administration of the Act. As of June 30, 1943, assets of the fund totaled \$4,268,296,000.

Employment Security

The precipitate drop in unemployment benefit payments during 1942-43 was a spectacular indication of the high level of employment achieved through the Nation's shift to a war economy. At the same time, the rights to unemployment insurance now being earned by a large proportion of the workers in industrial employment will protect these workers in the period of reconversion at the end of the war. In contrast to the Federal old-age and survivors insurance pro-

gram, the benefit rights of persons leaving covered industry for the armed forces have been preserved under all but three State unemployment compensation laws. Perhaps half or more of the individuals in the armed forces, however, will have had no previous employment covered by a State unemployment compensation system or insufficient covered employment at the time of induction to have established rights to benefits, and the rights of others will vary greatly because of the differences in State laws. Moreover, the several million workers who have shifted from covered employment to Government employment have lost or are fast losing all unemployment compensation rights under State programs, for these rights usually expire within 12 or 18 months after the termination of covered employment.

Among the 37 States for which data are available, the average duration of benefits in 1942 ranged from 11.5 to 4.6 weeks. In 16 of these States more than two-fifths of the beneficiaries exhausted their rights to benefits before they had another job, while in 2 States benefit exhaustions were 57 percent. In the fiscal year 1942–43, it is estimated, 1,220,994 workers in the United States and Territories were compensated for 13,968,005 weeks of unemployment, as compared with 3,243,715 beneficiaries and 32,022,797 weeks compensated in the previous fiscal year. The average weekly benefit for total unemployment was \$13.08. For the United States as a whole, unemployment benefits in 1942–43 amounted to \$176,072,000, less than half the amount paid in any of the 3 preceding fiscal years. Total benefit payments under the 51 State laws represented about 15 cents per \$1 of collections under those laws in 1942–43, as compared with 34 cents in 1941–42 and 49 cents in 1940–41. Higher collections resulted from increases in the number of workers, in the continuity of their employment, and in the amounts of their wages in jobs covered by State unemployment compensation laws.

At the end of the fiscal year 1942–43, the States had a total of \$4,007,524,000 available for benefits, representing amounts in State benefit-payment accounts, State clearing accounts, and State accounts in the unemployment trust fund. These sums, with continued accumulations of collections under State laws, will provide a backlog to ease the shock of unemployment which may result from the eventual transition to peacetime operations. In 1942, an estimated 40,600,000 workers had wage credits under State unemployment compensation laws, an increase of 9.1 percent from the previous year.

As of June 30, 1943, the Federal unemployment trust fund held \$4,002,569,000 to the credit of the States. Receipts credited to State accounts during the fiscal year amounted to \$1,293,249,000, of which \$1,217,686,000 represented State deposits of sums collected under their laws and \$75,563,000 represented interest paid by the Federal Govern-

ment and credited to the State accounts. The Federal Government collected \$158,361,000 in the fiscal year under the Federal Unemployment Tax Act—\$38,417,000, or 32 percent, more than in 1941-42.

Public Assistance

The war has also had a measurable effect upon public assistance under the Social Security Act. Increased employment and wages have tended to reverse in nearly all States the previous upward trend in the number of needy persons on the assistance rolls. As case loads declined, the amount of money available for aiding cases tended to increase, and States were able to increase assistance payments. These increases, however, and any other gains in income or resources of recipients were insufficient in many instances to offset the rise in costs of living, especially costs of food, which constitute a major expenditure of low-income families.

For the fiscal year 1942-43, payments from Federal, State, and local funds to the needy aged, the needy blind, and dependent children amounted to nearly \$781,454,000 in States with plans approved under the Social Security Act, 5.8 percent more than the amount for the previous fiscal year. Of this total, payments to recipients of old-age assistance amounted to nearly \$616,558,000; recipients of aid to dependent children received \$148,746,000; and needy blind persons received \$16,150,000. All States and Territories were operating Federal-State programs for old-age assistance, 48 received Federal grants for their programs for aid to dependent children, and 45 were sharing in Federal grants for aid to the blind.

As of June 1943, there were 2,169,947 recipients of old-age assistance, 3.7 percent below the number in June 1942. In the 12-month period, the number of recipients of aid to dependent children in States with approved plans declined from 938,976 children in 389,975 families to 740,131 children in 301,428 families, a decrease of 21.2 percent in number of children and 22.7 percent in number of families. For aid to the blind, the decrease was from 54,360 recipients in June 1942 to 53,714 in June 1943, a decline of 1.2 percent.

Average payments under these programs in States with approved plans were higher in June 1943 than a year earlier, though not all States contributed to this increase. The average rose from \$21.83 to \$24.68 for old-age assistance; from \$33.94 to \$38.94 per family for aid to dependent children; and from \$24.36 to \$25.99 for aid to the blind. Amendments to the Social Security Act effective January 1, 1940, served in part to raise payments in States which could afford to take advantage of the increase in Federal maximums for aged and blind and of Federal sharing in payments to dependent children aged 16 and 17 who attend school. In some States, new legislation

was necessary in 1941 and 1942 to utilize the additional Federal funds thus made available; in others, State provisions were already as liberal as or more liberal than the amended Federal act, and the change in Federal participation was reflected in the distribution of financial responsibility by level of Government.

For the fiscal year 1942–43, Federal funds represented 47.6 percent of all expenditures for payments to recipients of special types of public assistance in States with approved plans; State funds accounted for 42.2 percent of the total, and local funds for 10.2 percent. The share borne by the three governmental levels varied among programs. The Federal share represented 49.6 percent of the total for old-age assistance, 39.4 percent of that for aid to dependent children, and 47.8 percent for aid to the blind. The total of nearly \$137,441,000 paid in the continental United States in the fiscal year 1942–43 for general assistance, for which Federal funds are not available, represented approximately half State funds and half local.

The total amount of Federal grants for public assistance certified by the Social Security Board in the fiscal year 1942–43 was \$395,622,000, of which \$319,176,000, or 81 percent, was for old-age assistance; \$67,927,000, or 17 percent, for aid to dependent children; and \$8,519,000, or 2 percent, for aid to the blind. Federal matching maximums, particularly in aid to dependent children, variations in State emphasis upon programs, and the ability of States to finance adequate programs have resulted in uneven distribution of Federal aid with respect to need. Total Federal grants for public assistance represented, for example, 68 cents per inhabitant in Alabama as compared with \$8.71 in Colorado. The nature and extent of such differences raise serious questions concerning the wide variations in availability of Federal funds for aid to persons in substantially similar circumstances in various parts of the country.

War Emergency Programs

Since February 1942, when the President first allotted sums from his emergency fund to the Federal Security Administrator for temporary aid to civilians in the war emergency, the Social Security Board has been responsible for administering emergency programs for civilian war benefits, civilian war assistance, and aid to enemy aliens and others affected by restrictive governmental action. Subsequent Presidential authorizations and allotments of funds during the fiscal year 1942–43 extended the programs to provide for payment of disability and survivor benefits and services and assistance for injuries or deaths resulting from enemy action or preparation to meet such action, among certain civilian defense workers and other civilians in the continental United States, Alaska, Hawaii, Puerto

Rico, and the Virgin Islands. Under the terms of the allocations for civilian war benefits and civilian war assistance, money payments, goods, medical care, and other services are available.

From February 1942 through June 1943, the Social Security Board expended a total of \$869,150 for administration and payments to individuals under these war emergency programs—\$440,899 for civilian war benefits, \$240,300 for civilian war assistance, and \$187,951 for aid to enemy aliens and others affected by restrictive governmental action. Board activities have been maintained by regular personnel of the bureaus and offices charged with specific responsibilities. For the civilian war assistance program and for aid to enemy aliens, agreements have been made with State and local public assistance agencies, to which Federal funds are granted as advances or reimbursement for expenditures under the two programs. The Bureau of Old-Age and Survivors Insurance uses its departmental and field staff for administering the civilian war benefits program. The parallel program for civilian war medical care is administered by the Public Health Service, which has established an office in Baltimore jointly with the Bureau of Old-Age and Survivors Insurance for coordination of medical services with civilian war benefits.

The civilian war benefits program provides cash benefits for civilians who sustain injuries as a result of enemy action in the United States, Alaska, Hawaii, Puerto Rico, or the Virgin Islands, and to certain civilian defense workers injured in the performance of their duties. Benefits are payable also to the survivors of these civilians if death results from the injuries, and to dependents of civilians who are missing or detained as a result of enemy action outside the United States and these Territories. Civilian war benefits, ranging from \$10 to \$85 a month and payable without specific proof of need, are based upon monthly earnings rates, except for persons not gainfully employed whose benefits are provided at the minimum rate.

As of June 30, 1943, monthly benefits amounting to \$7,062 were in force for 262 beneficiaries, all of whom were either survivor beneficiaries or dependents of missing or detained civilians. In January 1943, claims based on the wages of 850 workers were transferred to the U. S. Employees' Compensation Commission, in accordance with Public Law No. 784, approved December 2, 1942. The transferred claims related to employees of contractors with the United States who were killed, disabled, detained, or missing as a result of enemy action in the Philippines, Hawaii, Alaska, Guam, and Wake Island.

The civilian war assistance program provides assistance of short duration to meet emergency need directly resulting from enemy attack or action to meet such attack or the danger thereof. Illustrations of

the coverage of the civilian war assistance program are: civilians disabled by enemy action, pending receipt of civilian war benefits or other compensation; dependents of civilians who are killed, detained, reported as missing as a result of enemy action, pending receipt of civilian war benefits or other compensation; shipwrecked persons and their dependents; repatriated United States citizens; stranded persons from war-stricken areas; civilian evacuees from the Territories and danger points in the United States; civilian defense workers injured while on official duty, or the dependents of such workers who are killed; or civilians otherwise in need as a result of enemy attack or action to meet such attack or the danger thereof. Funds may be used to provide assistance in cash or in kind, for services involved in providing assistance and other help in enabling individuals or families to reestablish themselves and engage in normal activities. Need beyond the first incidence may be met on a month-to-month basis pending provisions for benefits or assistance under a more permanent program. The program is administered by the Bureau of Public Assistance through designated State public welfare agencies and is financed by Federal funds on a reimbursement or advance-of-funds basis.

As of June 30, 1943, agreements were in effect with 39 States, Alaska, Hawaii, and Puerto Rico for this program, and payments amounting to \$7,390 were made in that month to 115 cases receiving assistance; 167 cases received services only. Since April 1942, total payments have amounted to \$95,504.

Beginning in February 1942, public assistance representatives of the Board on the west coast have collaborated with other Federal officials and with State agencies in providing services and financial assistance to enemy aliens and other persons (American-born Japanese) and their dependents evacuated from prohibited areas. Through an extension of the authority under which the Board participated in these mass evacuations, it is responsible for assistance and services to enemy aliens and other persons in need because of restrictive action of the Federal Government. Such assistance and services are provided through State public welfare agencies, which are reimbursed by the Board for the costs incurred.

Agreements have been made with 41 States, Alaska, Hawaii, and Puerto Rico for continuing assistance and services to enemy aliens, their dependents, and others in need because of restrictive action of the Federal Government. In June 1943, assistance amounting to \$8,694 was given in 173 cases receiving money payments; 172 additional cases received services only. Since February 1942, \$93,081 in Federal funds allocated for this program has been expended by the States for assistance and services to the dependents of enemy aliens after the internment of the head of the family, and for relocating and

temporarily assisting persons who were removed from prohibited areas or whose income was interrupted as a result of restrictions imposed by the Department of Justice and the Army.

Other Needs for Social Security

The Social Security Board is charged under the Act with the responsibility of recommending to the Congress the direction and character of proposed changes to improve the social security programs. A broad outline of steps to extend and strengthen the tested principles of social insurance and assistance is presented in the *Eighth Annual Report of the Social Security Board* to Congress. Some of the problems considered are:

The lack of social insurance protection against wage loss and costs incurred in illness and disability is a major gap in the provisions of the Social Security Act.

Virtually no survivor protection is afforded workers employed by Federal, State, and local governments. Many such workers, as well as those in agriculture, domestic service, service for nonprofit organizations, and self-employment, have no protection under the Act or other Federal or State laws against the risks of old age, sickness, death, and unemployment.

The diversity of provisions under 51 State laws for unemployment compensation results in wide differences in the chances of workers to qualify for benefits, the amount and duration of the benefits they receive, and the adequacy of some State funds to meet their obligations for benefits in a period of severe unemployment which might attend the reconversion of plant and equipment from war activities to peacetime production.

State variations in fiscal resources for financing the special types of public assistance under the Act, and in the extent of residual needs, met now by States and localities under general assistance programs without Federal aid, indicate directions in which the public assistance programs must be strengthened. Federal maximums on the extent of matching State payments for aid to dependent children and lack of adequate provision for Federal sharing in the costs of medical services to all public assistance recipients also serve to limit the effectiveness of the programs.

Development of the program to meet these needs represents ways in which it may become an increasingly effective means of affording a balance between periods of earning and periods of interruption in family income.

National Youth Administration

ESTABLISHED in 1935 to give youth work training during the depression years, the National Youth Administration by September 1942, the date of its transfer to the War Manpower Commission, had converted the facilities of its work training program for out-of-school youth to preparing young people for jobs in war industry. The Out-of-School Work Program, during the 1942 fiscal year, provided training to a total of 900,000 young men and women, with particular emphasis on work training in those occupations where there was a current or potential shortage of trained manpower. During the same period, the Student Work Program provided part-time employment to 433,000 students in high schools, colleges and universities throughout the Nation.

The Work Program operated by the National Youth Administration during 1942 made use of already-existing training facilities and training techniques to further the war effort.

NYA shops had always been closely geared to employer requirements in the States and local communities. The types of training offered were dictated by the kind of jobs available to youth in their own communities.

As industry accelerated its change-over from civilian production to war work, the National Youth Administration at the same time was converting its training facilities to meet this emergency. During fiscal 1942 the NYA removed from its Out-Of-School Program practically every type of activity which did not contribute directly to the war effort. All clerical work experience was confined to agencies participating in the war, such as Selective Service offices or Army posts; all construction work was discontinued except the finishing of structures which were required for the war training program or by other defense agencies. Work experience in a general sense had ceased to be an important consideration on NYA projects, which now placed training emphasis on unit skills specifically geared into war production requirements.

During a representative month, March 1942, for example, under both the Defense Program and the Regular Program youth received training in mechanical skills in 3,848 shop units throughout the country. These establishments had working space and equipment for the training of 52,878 persons at a time—11,551 on the Regular Program and 41,327 on the Defense Program. By operating on a multiple-shift basis, 125,959 youth were trained during that month. Each month during the year the Regular and Defense Programs together provided training to an average of 133,158 young men and women.

The Youth Work Defense Program

On July 1, 1941, the Youth Work Defense Program was formally established as part of the operations of the NYA Out-Of-School Program. The Regular Out-Of-School Program had been operated since the creation of the Agency in 1935; the Youth Work Defense Program was created from that part of the Regular Program which provided training that could meet the special labor needs of war industries. The physical plant of the Youth Work Defense Program consisted of equipment and facilities which had been approved by the Office of Production Management as suitable for defense training purposes, and which were set aside from the Regular NYA Program. To supplement this equipment, part of the funds appropriated by Congress was utilized for the purchase of new defense training equipment procurable on the open market.

Subsequently, more and more Regular Program shops were converted to Defense training, and other Regular Program activities were eliminated until by the end of the fiscal year the work training activities under the NYA Out-Of-School Program were limited to those offering training exclusively in the essential industrial occupations.

Projects under the Youth Work Defense Program stressed mechanical operations and shop production techniques that would prepare youth for similar operations and techniques used in war plants throughout the country. During the fiscal year, a monthly average of 85,360 youth were employed on the Defense Program.

In addition to the work experience provided to youth on the Defense Program, a part of the 160 hours scheduled each month consisted of related instruction provided by the public vocational school system. Related instruction covered subject matter essential to the training of new workers for each occupation, including shop practice, blueprint reading, micrometry, and similar related instruction. Thus the Defense Program developed in each youth a particular skill—a facility and familiarity with the ramifications of one specific industrial operation—and in so doing, it prepared him for a corresponding job opportunity in a war industry.

All new entrants into the labor market, of course, are not necessarily suited to manual or factory work. But through the opportunities for job rotation on NYA projects, implemented by frequent tests to determine their degree of progress, the NYA was able to discover and augment natural aptitudes in most of its trainees. Most young men and women from NYA projects were not likely to prove occupational misfits in industry.

Resident Facilities

By locating its projects in both urban and rural areas, the NYA was able to reach a maximum number of youth who needed training in order to obtain employment in war industries. Manpower requirements during the year were not simply those of a national labor market, but consisted, rather, of the needs of diverse local industrial areas.

NYA resident facilities were especially valuable in tapping large reservoirs of potential war workers who otherwise would find it impossible to take training because of their geographical isolation. Projects with resident facilities could be located closer to available agricultural or mechanical schools, teachers' colleges, Army posts, or other institutions which cooperated with the NYA by providing supplementary facilities or instruction.

All assignment of youth to NYA projects was based upon the labor requirements of war industries as determined by the United States Employment Service. Wherever possible, youth were assigned to the training facilities nearest their homes, so that as many enrollees as possible could be trained in nonresident projects. When the supply of available trainees was widely dispersed, however, it was more feasible to accommodate them in resident facilities.

Transfer to Industrial Areas

The National Youth Administration, in cooperation with other Federal agencies, operated a controlled transfer system in which NYA trainees who had acquired basic skills were moved to areas of industrial labor shortage from areas which were not yet ready to absorb all available workers. At Nepaug, Connecticut, for example, where booming war industries had taken in all qualified local youth, the NYA center received youth transferred from projects out of the locality and put them through an intensive training in the special skills required by industries in the Connecticut River Valley. Similar arrangements were in operation in Seattle, Washington, San Diego, California, Corpus Christi and Houston, Texas, and elsewhere.

Physical Accomplishment

The fact that NYA trainees actually produced articles and fittings of wartime value, instead of merely practicing, was an important contributing factor in the quick and thorough manner in which youth on the Out-Of-School Program learned their jobs. Youth produced millions of articles for the use of the civilian and armed branches of the Government.

During the fiscal year 1942 NYA youth on the Out-Of-School Program, in the course of their on-the-job training, produced 201,032

stamped and pressed metal parts; 76,361 machine tools parts, dies, etc.; 40,423 wire products; 210,253 hand tools, including edged tools; 4,631 items of metalworking and woodworking machinery; 5,646 electric motors and generators; 15,635 radio transmitters and receivers; as well as millions of other smaller items. Many of the simpler metal products were ordered in small quantities and odd sizes which are regarded by industry as "nuisance orders," but their production provided excellent training for beginning workers.

Placement of NYA Youth in War Industries

All NYA youth were required to register with the local office of the United States Employment Service, which handled much of the formal placement of NYA youth after they had been trained on its program. Many youth, of course, found jobs on their own initiative and these jobs were frequently not reported. Moreover, in many localities hiring was done at the factory rather than through the Employment Service. Thus, the NYA had no complete check on the number of youth who found employment as a result of the training they received. However, it is known that during the 1942 fiscal year more than 386,129 youth left their projects to take jobs in private and public employment. This total does not take into account the thousands of youth with NYA training who entered the armed services.

The National Advisory Committee

As a further guarantee of a flexible and decentralized administration of the youth program, the NYA was assisted in formulating and directing its national policy by the National Advisory Committee. Serving without pay, its members were appointed by the President, and had no administrative responsibility to the NYA. Through the efforts of this committee, local advisory groups were set up, composed of representatives of practically every major group interested in youth problems.

Through the State and local committees, which also served without pay and possessed the same independence as the National Committee, the individual communities were able to exercise responsibility for integrating the Federal NYA program with local needs.

The NYA Health Program

A Nation-wide program to improve the health and physical fitness of youth was inaugurated by the National Youth Administration in July 1940, with the cooperation of the Public Health Service. In the two years of its operation ending in June 1942, approximately 371,000 young people were given complete physical examinations.

By discovering defects and recommending treatment, the NYA health program served to reduce the number of young workers rejected by industry and at the same time opened the way for the rehabilitation of many youth who would otherwise have been unable to contribute to the war effort. In several areas NYA projects were operated for the rehabilitation of youth rejected by the military forces because of physical unfitness.

The Student Work Program

By providing youth with small monthly wages for useful work done, the NYA Student Work Program contributed materially, during the fiscal year 1942, to the future supply of professional and technical workers. Hundreds of thousands of young men and women were enabled to acquire educational backgrounds which greatly enhanced their employability in important wartime occupations. These individuals would otherwise have been unable to maintain themselves in school.

Such work was provided to youth between the ages of 16 and 24 who were in school but who needed financial assistance in order to continue. These wages were not intended to cover the entire cost of school or college attendance, but they did represent the difference between the financial resources of the students and the over-all cost of their education. According to a national study of youth in the Student Work Program, more than half were members of families with an annual income of less than \$650.

During the academic year 1941-42, the Student Work Program provided \$16,180,392 in wages—\$6,943,180 for the School Program and \$9,237,212 for the College and Graduate Program. Student wages ranged from \$3 to \$6 per month for secondary school students, from \$10 to \$20 for college students, and from \$10 to \$30 for graduate students.

Civilian Conservation Corps

AFTER NINE and a quarter years—from April 5, 1933 to June 30, 1942—the Civilian Conservation Corps closed its doors as an operating organization and began the task of disposing of its camps, supplies, materials and other assets. During this period it advanced the Nation's natural resources conservation program by more than 25 years and afforded health and work training to upward of 3,000,000 men. By July 31, all CCC camps were closed and by August 31, all enrollees had been returned to their homes with the exception of 119 men in hospitals. On October 31, liquidation of Corps assets, amounting to \$125,000,000 was 50 percent complete.

While July 1, 1942, was the date set for its liquidation by Congress, the Corps, in actual fact, had been going through a process of reduction since April 1, 1941. By that time, expansion of the national war effort had begun absorbing the young men who might otherwise have entered the CCC to build up their health and strength, attain work experience and develop special skills.

A few figures indicate the progress made in reducing the Corps up to June 30, 1942: a law passed in 1937 authorized maintenance of an enrollment of 300,000 young men and war veterans in 1,500 barrack camps, 10,000 Indians on Indian reservations, and 5,000 residents of Puerto Rico, Alaska, Hawaii and the Virgin Islands. The Corps was operating at maximum strength during the first quarter of the 1941 fiscal year. As of June 30, 1941, the enrollment had dropped to 200,000 and the number of camps in operation to 1,265.

By September 30, 1941, the camps in operation had dropped to 1,000 and the enrollment to 162,000; by January 1, 1942, camps in operation had been reduced to 800 with an enrollment of 129,000; by April 1, 1942, the number of camps had dropped to 600 and enrollment to 98,000. At the end of the fiscal year, camps in operation numbered 350; the enrolled strength as of the same date was 52,000.

As camps were reduced, CCC camp buildings, trucks, tractors, graders, and other supplies were offered to the War Department for use in the war effort. Millions of dollars worth of trucks, graders, tractors, power equipment, jackhammers, large and small tools, food-stuffs, clothing, housekeeping supplies, and miscellaneous items were poured into the war effort, under this provision of the liquidation

law. In many instances, CCC items were of the highest priority and proved invaluable to the armed forces. Two examples may be cited:

On April 14, 1942, an Executive Order transferred the CCC Motor Repair Shop System of 45 shops to the War Department. This system of shops, with an estimated value in tools and buildings and other materials of about \$7,000,000, was developed by the Office of the Director with the approval of the President and the Federal Security Administrator. At the time of transfer, the shops were equipped to repair and maintain 45,000 vehicles annually. They also had been equipped with tools and school buildings to afford practical training annually to 5,000 auto mechanics.

The second example has to do with the practical use of surplus CCC equipment. Early in 1942 arrangements were made to transfer graders, power shovels, tractors, and dump trucks to the War Department for use in building the Alaska Highway. Some 2,500 pieces of equipment, most of it virtually unobtainable elsewhere because of war demands, had been put in shape and transferred by June 30.

Special care was taken during the fiscal years 1941 and 1942 to hold down expenditures and to return to the Treasury every cent possible. The Corps began the year with an appropriation of \$246,960,000, and ended with a surplus of about \$116,000,000. The average enrolled strength for the 1941 fiscal year was 133,000—the lowest since the Corps began in April 1933. The turnover in enrolled personnel, as well as in supervisory and administrative personnel, was the highest on record. The demand for CCC trained personnel increased monthly and, by the end of the year, the average length of time an enrollee remained in the Corps had dropped from the normal 9 months to about 4 months. Although the average strength was low as compared with other years, an aggregate of 350,000 men received training in the Corps during the fiscal year. In this period about 53,000 men left the camps prior to the expiration of enrollment to accept employment; and about 8,000—including 5,710 volunteers—joined the armed forces. War veterans, as well as juniors, benefited from the increased demand for labor.

The worth of the Civilian Conservation Corps as an agency preparing young men for national service in time of war was demonstrated during the year. The War Department quickly discovered when it began expanding the armed forces that young men with CCC experience were far better equipped for military service than the average recruit. It found, also, that trained cooks, auto mechanics, truck and tractor drivers, mess stewards, company clerks, property clerks, leaders and assistant leaders were invaluable in the training of new company units. The physical training enrollees received in the Corps also proved of the greatest value both to the young men and the Army when they entered the armed forces.

In a letter sent to the Senate Appropriations Committee in connection with hearings on the Labor-Federal Security Appropriation Bill for 1943, Secretary of War Henry L. Stimson said:

"Enrollees have become hardened physically, have learned to live together as a company in barracks, have respect for authority and are potential soldiers of high caliber."

Notwithstanding the disruptions incidental to shifting its emphasis to war work, the CCC accomplished much useful conservation work especially in such fields as erosion control, reforestation and rehabilitation of over-grazed lands on the public domain.

Altogether almost three billion trees were planted by the Corps on cut-over and burned-over waste lands and on farms threatened or damaged by soil erosion. More than 100,000 miles of truck trails and minor roads were constructed through timbered areas to improve transportation facilities in forests and parks subject to forest fire hazards. Approximately 90,000 miles of telephone lines were erected, and about 4,500 lookout houses and towers constructed to improve communication and fire-detection systems in forest areas. Something like 12,000,000 man-days were expended fighting forest fires or safeguarding forests from the danger of fire. Close to 6,000,000 check dams were constructed in gullies to stop soil wastage and thousands of lakes, ponds, and reservoirs were built in sections where water conservation is a major problem.

Statistics as to miles of trails built and millions of trees planted do not tell the whole story. The work done by the Corps, in many ways, had an important effect upon the land: Some 3 million acres of former waste lands are again green with young growing trees planted by CCC enrollees. Some 40,000,000 acres of farm lands are contributing more effectively to the Nation's war food needs because CCC enrollees protected them from erosion or repaired drainage ditches. New recreational facilities were developed on hundreds of thousands of acres of park and forests.

Immediately upon passage of the liquidation law by the 77th Congress, the necessary directives were issued to effect the discharge of enrollees and transfer them to their homes, to cease all enrollee program activities throughout the States, and to start the process of turning over the property in accordance with that law. By the end of September 1942 all employees on the CCC pay roll had been discharged.

Of the 8 million dollars made available from the 1942 appropriation to accomplish the liquidation of the Corps, approximately 1½ million dollars remain unobligated.

Practically all of the prefabricated or portable camps were immediately accepted by the war agencies. Disposing of the older or rigid

type camps has been a much slower process and it is this group of buildings that has been transferred, in most part, to the States and their subdivisions.

At the close of business on June 30, 1943, a total of \$131,000,000 worth of Civilian Conservation Corps assets had been transferred. Of this amount the agencies listed below received the following:

War Department-----	\$106,000,000
Navy Department-----	4,500,000
Civil Aeronautics Administration-----	600,000
Agriculture (4 bureaus)-----	7,000,000
Interior (6 bureaus)-----	4,900,000
Selective Service-----	1,500,000
War Relocation Authority-----	233,000
Department of Justice-----	180,000
National Youth Administration-----	110,000
Office of Community War Services-----	190,000
Other Miscellaneous Government Agencies-----	180,000
States and Their Subdivisions-----	5,000,000

The final details of liquidation are being handled by a liquidating officer under the Federal Security Administrator by authority of Public Law 135, 78th Congress. A total of \$140,000,000 worth of property will have been transferred when liquidation has been finally completed.

Office of Community War Services

THE OFFICE OF COMMUNITY WAR SERVICES operates as the war arm of the Federal Security Agency to help States and communities provide health, medical care, welfare, recreation, education, and related services necessitated by the war effort.

Since the beginning of the national defense program, the need for maintaining essential health and welfare services in wartime has been recognized. Because of the close relationship between this emergency need and the continuing programs of the Federal Security Agency, the Federal Security Administrator was appointed by the President, in November 1940, to direct the coordination of services in this sector of national mobilization.

This function, carried out through the Office of Defense Health and Welfare Services from September 1941, was transferred to the Federal Security Agency by an Executive Order in April 1943. Under this order, the Office of Community War Services was established as an integral part of the Agency.

It serves as a correlating center for health and welfare activities both within the Federal Security Agency and in other Federal and private national organizations. Throughout the country it works through State administrative agencies and with State and local defense councils and other community planning groups to stimulate the development of local health and welfare activities related to the war.

For recreation, social protection, and, during a limited period, for day care for children of working mothers—fields where national war programs were needed—the Federal Security Agency, through the Office of Community War Services, assumed direct responsibility. In these programs it aided hard-pressed communities in war areas to develop effective local services and helps them take advantage of all the facilities available through national and State, as well as local, agencies.

Recreation

The Division of Recreation is concerned with the organization of community leisure-time activities for members of the armed forces on leave and for the civilian population in war-area communities. Its purpose is to maintain and strengthen morale, to promote mental and physical health and well being, to speed war production, to safeguard the health of children and young people.

In carrying out its program, the Division works with established agencies, encouraging the initiative and local responsibility of com-

munities, counties, and States. By stimulating communities to self-appraisal, it helps them discover their own vitality.

Operation of the program is carried out through a staff of field representatives. Working in 2,462 cities and towns during the past 2 years recreation specialists have stimulated and implemented community action on recreation needs for servicemen, war workers and their families, and youth. When communities are unable to do the whole job without jeopardy to their financial structures, the Division seeks supplementary assistance for them from the Federal Government and national private agencies, sees that the funds are used to achieve a good distribution of services and assists in maintaining the quality of service.

To get the job done, the Division, as of June 30, 1943, had organized more than 1,200 local War Recreation Committees, widely representative of civic, professional, fraternal, labor, and religious groups. In addition, 207 area, county, and State organizations have been established to bring to bear on local problems the counsel and resources of geographically larger groups.

The procedure in field operation varies with the problem and the development of the program, although the approach follows a basic pattern: in anticipation of a local problem, or at the request of the Army, the Navy, the War Manpower Commission, State or community officials, the field representative comes to the town; after discussing the situation with the Mayor and civic leaders, he makes a careful study of available resources, assesses the problems and presents the findings and recommendations at a meeting of all groups concerned. To assume responsibility for the tasks indicated, to do over-all community planning and supervision, to raise money and allocate it, a local War Recreation Committee is usually formed. Within its framework will be subcommittees concerned with the needs of servicemen, war workers and youth.

To serve the 1,341 Army posts, camps and stations and the 350 major Naval establishments in the continental United States, the Division had helped in setting up 2,555 servicemen's centers as of July 1, 1943. Of these, 1,514 are operated by local communities or established local agencies, and 1,041 by the United Service Organizations. In cooperation with the Army and Navy, 53 overseas recreation programs had been established in 10 territorial possessions and foreign nations, other than in combat areas, where concentrations of American armed forces are stationed.

In the 1,476 counties with war plants, field representatives have helped to establish 742 centers and outdoor areas for war workers and their families. The United Service Organizations manage 134 of these, and communities, using either local or Federal funds, or

both, operate 608. Additional service is being rendered war workers and families in 704 public and private housing projects by the promotion of full use of recreation facilities; by setting up tenant associations; integrating newcomers into the community; by assisting in selection of professional personnel; by initiating volunteer training courses; and by aiding in programming. Plant management, realizing that workers are less likely to stay on a job or in a town that does not provide minimum recreation opportunities, is likewise requesting the assistance of field representatives.

To certify to the need of the 295 Federal Recreation Buildings constructed as of June 1943, at a cost of 25 million dollars, comprehensive community studies have been made by the Division. As of July 1, 1943, 144 additional War Public Works facilities involving either new buildings or renovations were in process of construction or final approval. Similar community studies have been necessary to certify to the need for 140 War Public Service projects granted as of June 1943, involving the allotment of Federal funds for the maintenance and operation of recreation programs by communities in behalf of enlisted personnel and war workers.

The assistance of the staff is sought and used continuously in technical capacities by a score of Federal agencies—by the War and Navy Departments in establishing harmonious relations between the special service officers and Navy Recreation officers on posts and in communities adjoining camps and bases, in assessing needs and expediting the procurement of recreation facilities and services; by the War Production Board in determining the validity of thousands of commercial and noncommercial applications for priorities in the recreation field, and in determining civilian requirements for amusement and recreation equipment and materials; by the Office of Price Administration in determining the validity of requests for additional food requirements by recreation institutional users in military and war industrial communities; by the War Manpower Commission and the Congested Production Area Committee in appraising recreation needs and resources as they relate to manpower utilization and increased production schedules; by the Office of Defense Transportation in determining the validity of travel requests in connection with camps and other recreation activities; by the Federal Public Housing Authority in securing leadership and in supervision of recreation areas in housing projects.

Social Protection

The Social Protection Division was established to implement the Federal Government's policy, adopted as a part of the defense program, for the repression of prostitution as a means of venereal disease control.

Responsibility for such measures is in the hands of local law enforcement officials and the work of the Social Protection Division has been directed toward increasing the effectiveness of their efforts by:

1. Stimulating local law enforcement activities for the repression of prostitution.
2. Obtaining public support for repression.
3. Coordinating the work of law enforcement agencies with that of health, welfare and military agencies.
4. Assisting in the organization of community programs for the prevention of prostitution and sexual promiscuity.
5. Working with the Public Health Service in the establishment of rapid treatment centers for the treatment of venereal disease and in setting up social and rediative services in these centers.
6. Enlisting the cooperation of both local and national organizations of the hotel, taxicab, tourist court, and liquor industries to prevent their use to facilitate prostitution activities.

The Division operates through 40 representatives in the field and a small administrative staff in Washington. This staff works in close cooperation with the Army, the Navy, the Public Health Service, and one private organization, the American Social Hygiene Association.

Both at the national level and in the individual military establishments, it works with the armed forces for the purpose of protecting the military services from venereal disease existing among our civilian population. The Army and Navy Venereal Disease Control Officers provide representatives of this Division with information in regard to the communities and areas which are alleged to be places of pick-up and exposure by infected service personnel. More detailed information is supplied by the Army and Navy Venereal Disease Control Officers to the local health departments and the local police departments, which is used to locate civilians to whom infections have been attributed. The relationships between the police and health departments and individual military establishments have been largely developed by representatives of the Social Protection Division.

Two committees have been established to advise the Social Protection Division: The Federal Security Administrator's National Advisory Police Committee on Social Protection and the National Women's Advisory Committee on Social Protection.

During the 1942 and 1943 fiscal years considerable progress has been made toward the repression of prostitution, and the closing of red light districts as measures of venereal disease control:

Red light districts have been closed down in more than 350 communities in the United States. Army and Navy venereal disease rates have reached their lowest point in history, an accomplishment in which this Division has played a large part.

About 200 Social Protection Committees have either been established in cities and communities, or are now in stages of formation. These committees include representatives of local law enforcement, health, welfare, and civic organizations, officials concerned with the control of venereal disease, and citizens of the community. These committees are working to stimulate and to help develop local community venereal disease control programs.

The Division has obtained the cooperation and support of the International Association of Chiefs of Police, the National Sheriff's Association, the American Bar Association and several national organizations representing private industry, and it has obtained the support, through its National Women's Advisory Committee on Social Protection, of the club women of the Nation.

Through the Federal Security Administrator's National Advisory Police Committee, the Division has aided in the development of specific enforcement techniques for use in the repression of prostitution. These techniques have been issued in printed form under the title, *Techniques for the Repression of Prostitution*.

The Social Protection Division formulated a statistical system for keeping records on the number of times each community in the United States is named as a source of infection by service personnel. The acceptance and use of this system by many Service Commands and Naval Districts is bringing about increasing uniformity and clarification of statistical records in this regard.

The Division has conducted a successful educational campaign which, until recently, was particularly geared toward those groups and organizations whose support in the Division's program was vitally needed. Members of the staff have participated in numerous police and sheriffs' meetings, both at the national and State levels. In addition, two States have held special conferences on Social Protection, attended by representatives of the fields of law enforcement, health, and welfare, as well as the general public. These conferences have disseminated Social Protection information to large areas of the public. Similar meetings in other States have been planned for the future.

Day Care

On August 12, 1942, the Chairman of the War Manpower Commission issued a directive requesting this Office to develop, integrate and coordinate Federal programs for the care of children of working mothers.

To carry out this responsibility, the Day Care Division was set up. For a period of 10 months the Division gave direction to the program, integrated the activities of cooperating agencies, and allocated a fund of \$400,000 made available from the President's Emergency Fund.

The Day Care Division administered this \$400,000 allocation in collaboration with the Children's Bureau and the Office of Education. Field services were provided through these agencies. The Office of Education assigned to regional offices specialists on extended school services to assist State departments of education in developing their services. Similarly, field consultants of the Children's Bureau were assigned to work on the welfare aspects of the program. Regional Directors of the Office of Community War Services were made responsible for facilitating clearance and joint planning between these and other Federal agencies, including the United States Employment Service; the Recreation Division, Office of Community War Services; the Bureau of Public Assistance, Social Security Board; the National Housing Agency; the Farm Security Administration, Department of Agriculture; the Federal Works Agency; and the Office of Civilian Defense. Funds were made available to State departments of welfare and education for the employment of personnel to study, develop, coordinate, supervise, and administer the program of services to children of working mothers in the States and localities having need of these services.

The administrative and supervisory functions of the welfare and school authorities were integrated through the media of State and local committees made up of representatives of the administrative agencies, other related agencies, labor, industry, and civic groups.

Thirty-five State departments of education and 28 State departments of welfare received Federal funds to employ personnel to plan and develop necessary services. These grants covered 40 States, the District of Columbia and Hawaii, and in 27 States both the State departments of welfare and education received Federal funds. The approved grants to States provided for the services of 222 workers. About one-fourth of these workers were assigned to State offices and about three-fourths to particular critical labor shortage areas.

The Day Care Division became a focal point of information on the need for and establishment of services to children of working mothers. This Division served as a means of bringing together the services of the Children's Bureau and the Office of Education to reinforce and complement each other and of unifying the policies and activities of the agencies having responsibility for various phases of the program. This resulted in a flow of information from one agency to another, a more effective integration of Federal agency services, a clearer picture of the extent of the problem and the resources which were being used to provide the necessary services and facilities. The Division maintained close working relationships with the War Manpower Commission, the Army, the Navy, the Maritime Commission, the War Production Board, and others, to determine where child care

services were needed and to supply these agencies with information on services being developed for children of employed mothers.

A manual explaining the types of services needed and methods of developing them was prepared in collaboration with the Children's Bureau, the Office of Education and other agencies, and was published by the Office of Civilian Defense.

The marked progress in the provision of adequate services throughout the country for children of working mothers during the first six months of 1943 was due primarily to the personnel supplied to the State departments and assigned to particular localities through use of the \$400,000 from the Emergency Fund of the President; this was terminated June 30, 1943. Recommendations relative to changes in the administration of the program were formulated in collaboration with the appropriate agencies and submitted to the War Manpower Commission, the Bureau of the Budget, and Congress.

Role of Regional Offices

In addition to its programs in these fields, the Office of Community War Services, through a small staff in each of eleven regions and in Puerto Rico, Hawaii, and Alaska, provides a center for cooperative effort among the Federal agencies whose programs relate to health and welfare. As early as 1940, regional offices of CWS began to gather basic facts relating to living conditions and community services in military and war industry areas, many of them newly created "boom towns." All interested Federal agencies are consulted in the report-making process, and the information gathered is put together in a composite report. More than 300 of these basic "war-area reports" have been prepared. Together with recurrent progress supplements, they are circulated among more than 50 Federal agencies as an aid to the understanding and solution of local war-created problems. They also provide a means of pointing out unmet community needs and of suggesting necessary action by appropriate local, State, or Federal agencies.

Regional directors of CWS also take initiative in stimulating action resulting from the identification of community health and welfare problems. Through interagency consultation, conference, and negotiation, the Office of Community War Services assists in securing agreement among various independent "action agencies" as to what community facilities and services are most needed; and, still more important, in expediting whatever action may be necessary.

Three years of experience in this regional coordinative process have shown that it is not only possible, but essential, to take an overall view of community needs and that joint planning among independent but related interests—Federal, State, and local—is both feasible and effective.

Committee on Physical Fitness

UNDER THE EXECUTIVE ORDER which transferred the functions of the Office of Defense Health and Welfare Services to the Federal Security Agency in April 1943, the Committee on Physical Fitness was established within the Office of the Federal Security Administrator.

The general objective of the Committee is to promote among individuals of all ages an interest in the improvement of their health and physical condition as a contribution to the war effort. The Wartime Council on Physical Fitness, appointed by the Federal Security Administrator, serves it in an advisory capacity.

The Committee's aim is to promote the establishment of effective State and community organization and the fullest assumption of responsibility for physical fitness in schools and colleges, and in the various private national organizations interested in this field.

Its subcommittee on State and local organization is responsible for development of the physical fitness program through State and local government channels. The subcommittee on schools and colleges has the responsibility of promoting the development of physical fitness programs in educational institutions; it cooperates in these activities with the Office of Education. That on institutional planning has similar responsibilities relating to special-interest groups including labor and veterans organizations, Parent-Teacher Associations, service clubs and farm and industry groups.

Emphasis is placed on both preinduction training through physical fitness activities and the development of physical fitness among war workers to help them maintain production at all-out wartime levels.

Physical fitness was set forth as one of the wartime aims of the High School Victory Corps. Booklets on physical fitness were prepared and distributed to high schools, universities, and colleges.

As of June 1943, State directors of physical fitness had been appointed by the Governors and programs were under way in 38 States.



